CHARLOTTETOWN



CITY OF CHARLOTTETOWN

OFFICIAL PLAN

DRAFT

TABLE OF CONTENTS

1 INTRODUCTION 8
1.1 Charlottetown's Development 9
1.2 The Role of an Official Plan 10
1.3 Official Plan Purpose and Content 12
1.4 Other Important Documents 13
1.5 Official Plan Development 16
1.6 Official Plan Organization 20
1.7 Reading and Using the Official Plan 21
1.8 Official Plan Amendments and Future Reviews 22
1.9 Relationship with the Zoning and Development Bylaw 22

2 VISION AND GOALS 24
2.1 Vision 25
2.2 Goals 26

3 LAND USE STRATEGY 28
3.1 Growth Strategy 29
3.2 Land Use Designations 33
3.3 Transportation 77
3.4 Servicing Infrastructure 86

4 SUBJECT AREA POLICY 92
4.1 Urban Form 94
4.2 Arts & Culture 97
4.3 Heritage 100
4.4 Recreation 104
4.5 Housing 109
4.6 Economic Development 114
4.7 Sustainability and Climate Resilience 118

DRAFT

5 SECONDARY PLANS 124

5.1 Secondary Plan Framework 125

5.2 Eastern Gateway Secondary Plan 126

5.3 East Royalty Master Plan 130

6 IMPLEMENTATION 132

6.1 Implementation 133

6.2 Reconciliation 135

6.3 Public Engagement 135

6.4 Regional Collaboration 136

6.5 Monitoring Progress 137

APPENDIX A: GLOSSARY 138

APPENDIX B: EAST ROYALTY MASTER PLAN 144

DRAFT



DRAFT

In the spirit of Reconciliation, we acknowledge that the land and the surrounding water and shorelines we call Charlottetown is unceded Mi'kmaq territory.

Epekwitk (Prince Edward Island), Mi'kma'ki, is covered by the historic Treaties of Peace and Friendship. We pay our respects to the Indigenous Mi'kmaq People who have occupied this Island for over 12,000 years; past, present and future.



Image Source: Discover Charlottetown

FIGURE TABLE

Figure 1: The planning hierarchy for the City of Charlottetown. 13
Figure 2: The main priorities that emerged in Phase 1 engagement. 17
Figure 3: The main priorities that emerged in Phase 2 engagement. 18
Figure 4: The main priorities that emerged in Phase 3 engagement. 19
Figure 5: The Official Plan is comprised of several distinct components that work together to achieve the overall vision. 20
Figure 6: Priority growth areas for Charlottetown. 31
Figure 7: Charlottetown's Future Land Use scenario. 35
Figure 8: Future Land Use scenario for the downtown. 37
Figure 9: Downtown future land use designation. 39
Figure 10: Civic elements, land use considerations, and streetscape considerations from the 500 Lot Area Development Standards & Design Guidelines. 40
Figure 11: Downtown Core future land use area. 42
Figure 12: Downtown Periphery future land use area. 44
Figure 13: Downtown Waterfront future land use area. 46
Figure 14: Eastern Gateway future land use area. 49
Figure 15: Corridor future land use area. 51
Figure 16: Node future land use area. 54
Figure 17: Neighbourhoods future land use area. 57
Figure 18: Urban Expansion future land use area. 61
Figure 19: Workscapes future land use area. 64
Figure 20: Institutional future land use area. 67
Figure 21: Parks and Public Spaces future land use area. 70
Figure 22: Natural Areas future land use area. 74
Figure 23: Transportation map for Charlottetown. 80
Figure 24: Road Network map for Charlottetown. 83
Figure 25: The West Royalty Commercial Area Transportation Master Plan future conditions. 85
Figure 26: Water and Sanitary Servicing in Charlottetown. 88
Figure 27: Recreation Trails in Charlottetown. 108
Figure 28: The housing spectrum contains a range of housing tenures and typologies. 110
Figure 29: The future projected flood plain areas in Charlottetown. 123
Figure 30: Open space Eastern Gateway schedule. 128
Figure 31: Future land use Eastern Gateway schedule. 128
Figure 32: Street network Eastern Gateway schedule. 129
Figure 33: Potential indicators for ongoing Official Plan monitoring. 137

DRAFT



1 INTRODUCTION

This chapter of the Official Plan provides an introduction to the plan's purpose, and role in municipal decision making. Additionally, it summarizes:

- The Official Plan's place in the planning hierarchy
- The process to create the Official Plan
- How to read the document
- How the plan is organized
- How amendments are made
- How the plan can impact the residents of Charlottetown

Overall, this chapter provides a guide for the reader about how to use this document.

DRAFT



1.1 Charlottetown's Development

Charlottetown finds itself at a crossroads. Over 20 years removed from amalgamation, the city is growing at a rate it rarely has before. Important decisions must now be made about how growth should occur over the coming years. The next question at hand is, what should Charlottetown look like over the next 15 years?

COMPLETE COMMUNITIES

Charlottetown's historic form, seen in the 500 Lot Area, Brighton and Bayfield Street, is compact, walkable and offers a broad mix of uses with a variety of housing forms. This results in a complete community where people have easy access to services, amenities and public spaces within close distance of their homes. This historic form gives Charlottetown its unique character and charm.

Prior to the invention of the car, it was necessary for amenities to be located within close distance to the home. However, over time, automobiles and growth following the end of the Second World War led to suburbanization and a more automobile-centric form of low density development. This form of development can be costly to service while reducing options available to people in how they move around the city and options regarding what type of home they can live in.

This Official Plan stresses accommodating growth within the city's existing footprint, expanding housing choice, supporting mobility options, and embracing complete communities. With this focus, Charlottetown can continue to remain **A Community For All.**

DRAFT



1.2 The Role of an Official Plan

As a guide for the future growth and development of Charlottetown, the Official Plan influences the way that people experience the city. The following are just some of these ways in action:



Fostering Community

The Official Plan directs the City to create more opportunities for social interaction and community activation through investments in parks and open space, recreation and social gatherings. Leveraging the vibrant social and cultural fabric of Charlottetown means a more inclusive, welcoming and enjoyable city.

Image Source: Discover Charlottetown



Creating Places to Live & Work

The Official Plan supports an accessible mix of uses throughout Charlottetown with its land use direction. This means residents can work, live and fulfill their needs within an easy walk, bike, ride or drive due to a broad mix of land uses, reducing GHG emissions and enhancing liveability. Complete communities have a range of residential, commercial, open space, recreational and employment options.

Image Source: Discover Charlottetown

DRAFT



Facilitating Economic Development

The Official Plan includes policies that enable new and unique forms of development while recognizing and supporting existing sectors of the economy.

Image Source: InnovationPEI



Informing Council & Administration Decisions

The Official Plan provides a consistent measuring stick upon which Council and Administration can evaluate decisions.

Image Source: Robert Cutts (Flickr)



Directing Private Investment

The Official Plan provides a clear framework for where and how different forms of development are permitted, providing developers and landowners with the certainty required to make informed investments.

Image Source: Wikimedia Creative Commons



Coordinating Infrastructure Investments with Growth

The Official Plan outlines priority areas for growth and makes recommendations for how future investments in infrastructure can be used sustainably and best supported and leveraged by Charlottetown's growth.

Image Source: Wikimedia Creative Commons

DRAFT

1.3 Official Plan Purpose and Content

Charlottetown is growing at a rate it rarely has before, and important decisions must be made about how growth should occur in the coming years. What should Charlottetown look like when fully built-out?

This document is the City of Charlottetown Official Plan. An Official Plan guides decisions on land use and development over a 15-year horizon, and is required under Prince Edward Island's *Planning Act*. This *Act* establishes Official Plans as the highest order statutory plan in a municipality, guiding all municipal planning bylaws.

An Official Plan must include:

- Economic, physical, social and environmental objectives
- Policies to guide future land use and development
- How the Official Plan will be implemented, administered and reviewed over the course of its existence

This Official Plan:

1. Identifies a vision to guide the future growth and development of Charlottetown.
2. Provides overarching land use, transportation and infrastructure strategies for the next 15 years of growth in the city.
3. Functions as a tool to make consistent decisions about investment and development in Charlottetown.

DRAFT

1.4 Other Important Documents

Charlottetown's Official Plan sits within a broad framework of planning policy, plans, bylaws and legislation. Understanding how these documents inform, interact and influence each other is important for ensuring the Official Plan appropriately responds to each. Collectively, it is this broader ecosystem of important documents that the Official Plan exists and must effect change within.

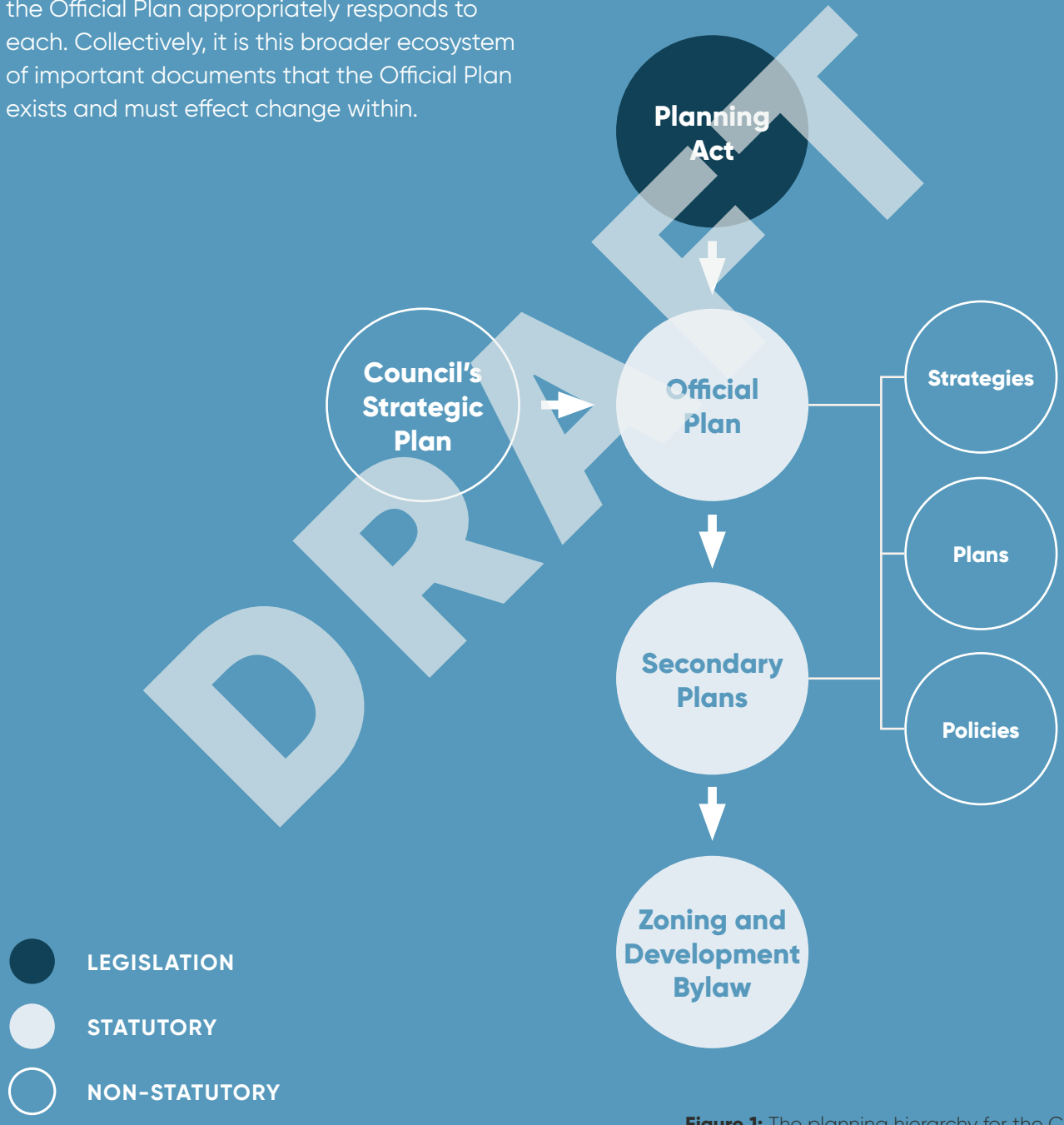


Figure 1: The planning hierarchy for the City of Charlottetown.

PLANNING ACT

The provincial ***Planning Act*** defines the requirements that municipalities must address through their Official Plans, in addition to establishing the broader rules and regulations for planning and land development in Prince Edward Island.

OFFICIAL PLAN

The ***Official Plan*** provides the broadest, highest-level policy direction for the City, strategically guiding city-wide growth and development. The goals, objectives and policies of the Official Plan direct Secondary Plans, the Zoning and Development Bylaw, and other policies, strategies and plans developed by the City.

SECONDARY PLAN

Secondary Plans give a more detailed understanding of the specific planning intent for a smaller area than an Official Plan. The directions within these plans must align with the Official Plan and will be embedded within the Official Plan as part of Chapter 5 and the Appendices, as required.

ZONING AND DEVELOPMENT BYLAW

The ***Zoning and Development Bylaw*** is the primary operational tool by which the policies of the Official Plan are implemented on a site-by-site and neighbourhood level basis. The Zoning and Development Bylaw gives specific lot-by-lot rules for land use and development. This document establishes permissions for what can and cannot go in different places, as well as providing specific restrictions for how development interacts with property lines, other uses and the public right-of-way. Application of zones and regulations within this bylaw must meet the intent of the direction within this Official Plan.

COUNCIL'S STRATEGIC PLAN

Council's Strategic Plan sits parallel to the Official Plan in terms of policy hierarchy, but provides a shorter-term frame of reference, typically four years.

OTHER PLANS, POLICIES & STRATEGIES

Beyond the documents listed previously, there exist a large body of additional plans, strategies and policies that influence the Official Plan and its implementation. These include documents that cover parts of the city (e.g. the 500 Lot Area Design Guidelines & Standards), specific assets (e.g. the Parks and Open Space Master Plan), the entire city (e.g. the Growth Management Strategy), more regional considerations (e.g. the Regional Housing Needs Assessment), or even Provincial and Federal documents (e.g. the Prince Edward Island Cultural Strategy or Canada's Climate Action Plan). As an example, the Official Plan aligns with the Public Transit Strategic Plan to help reduce emissions and the Province's carbon neutral target specifically. A comprehensive review of these documents was conducted as part of the Official Plan drafting process, and resulted in a Background Report that summarized each document and identified core gaps for the Official Plan to address.

DRAFT



DRAFT

Image Source: Discover Charlottetown

1.5 Official Plan Development

RESEARCH AND ANALYSIS

In 2022, the City of Charlottetown began a comprehensive review of its Official Plan. As part of the review, several documents were prepared to assess Charlottetown's current planning and growth pressures, and to inform the policies and direction contained within this Official Plan. They include:

- The completion of a new Growth Management Strategy for the city.
- A background report summarizing the current policy and legislative context and identifying policy gaps.
- A review of policy best practices from jurisdictions across Atlantic Canada specifically, and Canada generally, on contemporary planning topics.
- A planning analysis of Charlottetown's existing land use, development statistics, parks and open space, recreation, servicing, and more to understand Charlottetown's existing context.
- An economic profile and housing study update of Charlottetown.

DRAFT

PHASE 1 ENGAGEMENT

The initial phase of engagement ran from September to October 2022. This phase asked residents, organizations, institutions and community groups their priorities for the new Official Plan. Participants shared their perspectives and insights on land use and development as well as their vision for the future of Charlottetown.

Engagement included a series of in-person and online engagement activities. Substantial public feedback was gained from these engagement events, resulting in the identification of seven overarching priorities below. This feedback is reflected in the vision, goals and objectives of the Official Plan, and informed initial draft policy direction.

DRAFT

Phase 1 Engagement Priorities



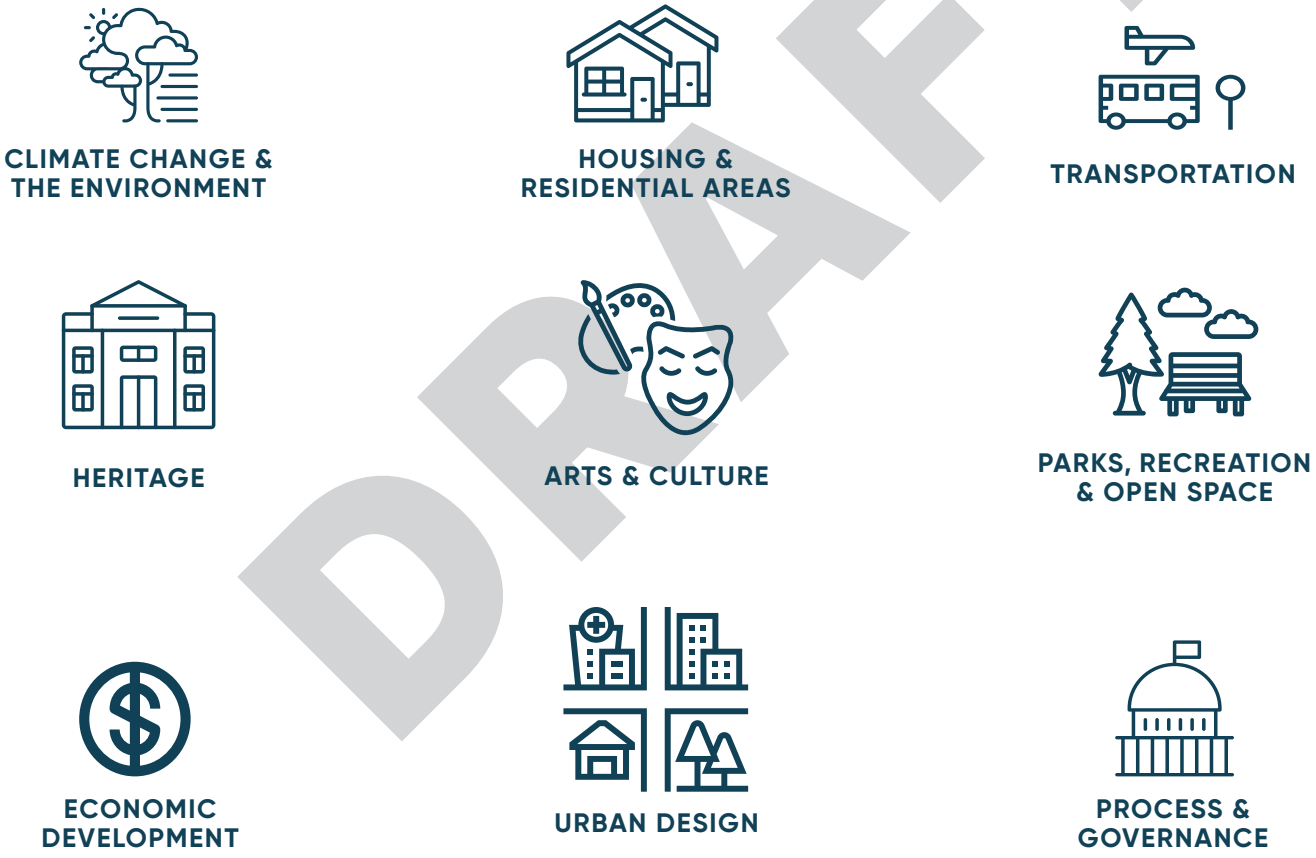
Figure 2: The main priorities that emerged in Phase 1 engagement.

PHASE 2 ENGAGEMENT

The second phase of engagement ran from March to April 2023. The focus of this phase was to share the Draft Official Plan with the public, asking participants what they liked and disliked about the Draft Plan. Participants were encouraged to share any ideas or opportunities they believed could help improve the document.

Engagement included a series of in-person town hall events, stakeholder meetings and online engagement activities. These engagement events gained substantial public feedback and resulted in the identification of key takeaways that were considered when finalizing the Official Plan. These key takeaways are highlighted in the graphic below.

Phase 2 Engagement Themes



DRAFT

Figure 3: The main priorities that emerged in Phase 2 engagement.

PHASE 3 ENGAGEMENT

The third phase of engagement ran from April to May 2024. The focus of this phase was to share the revised Draft Official Plan with the public, highlighting substantial changes to the document since the public was last engaged in 2023, including revisions to incorporate the City's obligations under the Housing Accelerator Fund agreement signed with the federal government.

In this phase participants were again asked what they liked and disliked about the Draft Plan. Participants were encouraged to share any ideas or opportunities they believed could help improve the document.

Engagement included a series of in-person community drop-in events, stakeholder meetings, email submissions and online engagement activities.

Twelve stakeholder interviews with City staff and the development community were held and six written submissions were received via email. Four drop-in sessions across Charlottetown were held with a total of 109 participants attending. Key takeaways that were considered from engagement when finalizing the Official Plan are highlighted below.

Phase 3 Engagement Themes



Figure 4: The main priorities that emerged in Phase 3 engagement.

DRAFT

1.6 Official Plan Organization

The Official Plan is divided into **six** chapters.

Introduction

The introduction provides an overview of the Official Plan's purpose, creation and relationship to other documents. It also provides an overview about how to read and interpret the Official Plan.

Vision and Goals

This chapter provides the vision for Charlottetown's land use framework that the rest of the Official Plan's content is working towards. It also includes economic, social and environmental objectives.

Land Use Strategy

The Official Plan sets out the amount, nature and direction of anticipated growth by describing the types of uses and forms of development appropriate within specific areas. This will help guide future zoning and support development application decisions.

Secondary Plans

This chapter provides more detailed guidance on areas within Charlottetown that have a secondary plan. It also includes guidance about when to create more secondary plans and how to amend them.

Subject Area Policies

This chapter will set objectives by subject area to inform future studies, planning and investment decisions:

- Urban Form
- Arts and Culture
- Heritage
- Recreation
- Housing
- Economic Development
- Sustainability and Climate Resilience

Implementation

A framework for ensuring the Official Plan is implemented, monitored, evaluated and amended is required. This chapter also includes performance measures to track the success of the Official Plan over time.



Figure 5: The Official Plan is comprised of six chapters that work together to achieve the overall vision.

DRAFT

1.7 Reading and Using the Official Plan

The Official Plan is framed within the context of broad, overarching goals and objectives, and outlines planning policies designed to help achieve them.

- **Goals** are broad statements to support the Vision and provide lenses that apply across topics and areas.
- **Objectives** identify key building blocks towards achieving a goal, are measurable over time and pertain to a specific topic.
- **Policies** differ from objectives in that they provide specific direction towards achieving a land use outcome.

Throughout the Official Plan, objectives are stated at the beginning of each chapter and policy intent is stated at the beginning of each subsection.

The following outlines how references to the City should be interpreted and implemented.

- **The City:** Refers to the municipal corporation that is the City of Charlottetown, the local government.
- **Charlottetown or "the city":** Refers to the geographic region of the city.

Complementing textual policies, Official Plan content is often presented in a visual manner, with supporting text, anecdotes and explanations provided as insets, graphics or side-bar call-outs. This information is provided as an aid to understanding the intention of Official Plan policies. Whether framing the broader goals and ambitions of the City or providing definitions, these elements of the Official Plan should be used to help guide future decision-making related to interpreting the spirit and intent of the policies.

A glossary is provided to help explain specific terms that have a particular meaning in the Official Plan. If a term is not included in the glossary, the common definition is intended.

> *Appendices, graphics, call-outs, maps, and other information are included throughout the Official Plan to help further contextualize and explain content.*

DRAFT

1.8 Official Plan Amendments and Future Reviews

Official Plans are meant to be a dynamic document that is kept current and up to date when priorities and conditions change in Charlottetown. Amendments to the Official Plan and policies should be carried out through a transparent public consultation process in accordance with the *Planning Act*.

The provincial *Planning Act* includes requirements for periodic review of Official Plans. A review schedule will allow the Official Plan to be amended as required to address changing conditions while remaining focused on achieving its vision and goals.

A review of the Official Plan should occur at the five- and 10-year mark after adoption, and a comprehensive review should occur 15 years after adoption.

1.9 Relationship with the Zoning and Development Bylaw

Charlottetown's Zoning and Development Bylaw implements the land use-related vision and objectives of the Official Plan.

The Zoning and Development Bylaw identifies land use categories for different types of development, and sets out the rules and uses permitted for each parcel in the city. The Zoning and Development Bylaw prescribes specific requirements for development while the Official Plan prescribes broader overarching requirements for land within the city.

The Zoning and Development Bylaw must conform with the Official Plan.

DRAFT



Image Source: MartinCathrae (Flickr)

2 VISION AND GOALS

An Official Plan vision provides a north star to orient the plan's direction. It is the vision of the type of community the residents of Charlottetown aspire towards.

To support this vision, goals provide different lenses to guide plan content. Instead of applying to specific topics, they apply across all topics and function as principles to consider in future decision-making.



DRAFT

2.1 Vision

The Official Plan sets out the following vision statement to guide the city's growth and development for the next 15 years.

Charlottetown is a community for all.

No matter where in the city residents live, they all enjoy and benefit from diverse and attainable housing, economic opportunity, and accessible, safe and sustainable transportation choices, beautiful public spaces, healthy natural and conservation areas, and a unique historic culture and charm.

DRAFT

2.2 Goals

1. *To grow efficiently* by increasing density and housing choice in locations with existing servicing, transportation and public spaces to provide residents with choices in where they live and how they move.

Charlottetown has grown rapidly in recent years, and ongoing growth is anticipated. The Official Plan ensures accelerated growth benefits all residents by increasing housing options, supporting adaptive reuse, reducing GHG emissions, generating new economic opportunities, optimizing and improving transportation networks, minimizing its impacts to natural areas, and strengthening Charlottetown's public spaces.

2. *To adapt to climate change* by considering the impacts and building resiliency in the community to mitigate the phenomenon's worst effects and protect lives, property and infrastructure while reducing GHG emissions and introducing cleaner forms of energy.

Communities around the world are mobilizing to reduce the effects of climate change and address their vulnerabilities. For Charlottetown, this includes the risks associated with its coastal location. Introducing nature-based climate solutions to future-proof Charlottetown from the financial, social and environmental impacts of climate change is important for the municipality and community to proactively prepare for.

3. *To advance social equity and inclusivity* by prioritizing the diverse needs, desires and stories of residents in planning decisions, public investment and heritage protection.

The Official Plan requires careful consideration of all elements related to liveability so that decision-making over the coming years results in an enhanced and improved city for all. Ensuring a diversity of needs is accounted for in the Official Plan will help create a Charlottetown for all. Charlottetown enjoys an envious balance of historic charm, opportunity for all, small-town feel and easy access to everyday services. Maintaining these things that residents value and ensuring they remain accessible to all residents is an important part of advancing social equity and inclusivity.

DRAFT



4. *To be fiscally sustainable* by maximizing the use of Charlottetown's existing footprint, infrastructure and assets to accommodate a growing and changing population.

Rapid growth requires sound, pragmatic and strategic leadership to ensure fiscal sustainability and to avoid decisions that may be costly to citizens in the future. This means maximizing the efficient use of the city's existing land, infrastructure and assets to accommodate a growing and changing population. Financial resiliency in all facets of municipal decision-making will set the city up to be more sustainable.

5. *To ensure environmental sustainability* by protecting the city's natural systems and areas to support the health of ll living things, improve air and water quality, and provide residents with opportunities to connect with nature.

The environment is impacted by the decisions we make about how we build our city–new roads, stormwater infrastructure and an expanding city footprint all influence the overall sustainability of our environment. With such an important role to play in making the city a great place to call home, maintaining environmental sustainability must be the expectation, not the exception.

6. *To protect our natural and physical heritage assets and resources* by recognizing, celebrating and investing in the things that make Charlottetown unique, and ensuring they remain for future generations to cherish and enjoy.

Charlottetown's natural and physical heritage assets are the pride of the city. The intangible sense of place they create is highly valued by residents and visitors alike, contributing to a higher quality of life as well as a strong tourism sector. How we plan for and accommodate growth and development in the future must carefully consider the city's natural and physical heritage so that change is appropriately balanced with these important and defining features.

DRAFT

3 LAND USE STRATEGY

This chapter of the Official Plan provides high-level strategic objectives for land use throughout Charlottetown, including policies that shape future growth throughout the city, guide the development of complete communities and direct servicing and transportation.

The objectives and policies for the land use strategy are intended to provide:

- Residents with knowledge about what can happen in their neighbourhoods.
- Landowners and developers with a clear understanding of the opportunities available to them for their land.
- Council and City staff with parameters around growth that will help in planning for new infrastructure and services.

DRAFT



3.1 Growth Strategy

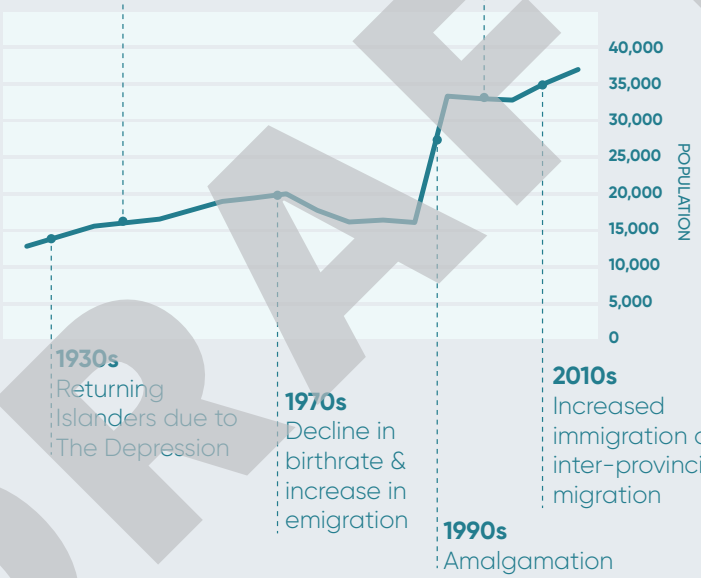
Charlottetown finds itself in a time of unprecedented growth pressure. This extraordinary momentum creates a wealth of opportunities but also calls for responsible handling of this growth.



Expanding city boundaries increases road maintenance, snow removal, servicing, waste collection and facility maintenance costs



Lower density land uses cost the City more to service than they collect in taxes, compared to higher density uses



Mid-century
Post-war baby boom

1930s
Returning Islanders due to The Depression

1970s
Decline in birthrate & increase in emigration

1990s
Amalgamation

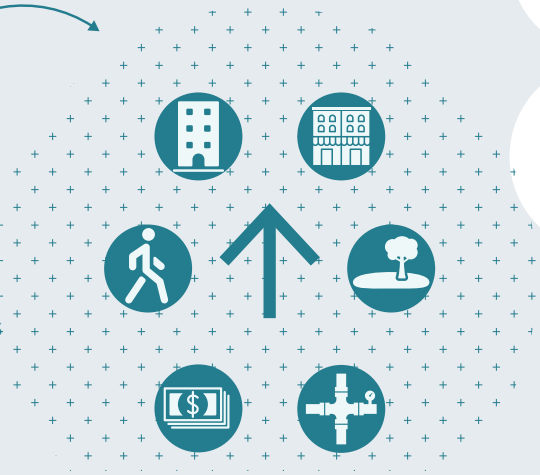
2000s
Decline in birthrate & increase in emigration

2010s
Increased immigration and inter-provincial migration

Growth needs to be balanced between greenfield areas and established areas



Growth management strives to use infrastructure efficiently, promote a compact form, improve the tax to expense ratio, expand mixed-use areas, provide residents mobility choices and balance land for additional housing



DRAFT

GROWTH STRATEGY

As the fastest-growing province in Canada (source: Census 2021), PEI is experiencing a boom and Charlottetown sits at its centre. The city finds itself faced with the challenge of accommodating rapid growth while at the same time ensuring that growth benefits the City's overall well-being. Charlottetown grew by 7.5 per cent in the census period preceding this Official Plan development, triggering the City, Town of Stratford, and Town of Cornwall to commission a detailed regional growth study and housing needs assessment in 2021. The most conservative growth scenario assumes the city of Charlottetown alone, is projected to add 8,075 residents by 2036. This means that over the next 15 years, Charlottetown may gain more than twice the number of residents that were added to the City's population in the 25 years between 1996 and 2021.

This extraordinary momentum creates a wealth of opportunities but also calls for responsible handling of this growth.

The Charlottetown Growth Management Strategy and many similar research projects have shown that the development pattern of single homes on large lots costs the City more in servicing and maintenance than the tax payments from these homes can contribute. This means that the City ends up subsidizing these neighbourhoods from other sources. These public funds could be spent on other areas frequently mentioned in the public engagement to this Official Plan, such as sustainable transportation or affordable housing.

Urban growth choices have long-term financial implications on the fiscal health of a municipality. Once the City decides to extend services to a whole new neighbourhood, the decision is difficult to reverse. The basic pattern of a new subdivision remains in place for decades—if not centuries.

Beyond financial implications for the City, compact growth also contributes to Charlottetown's long-term sustainability. Greater proximity between origins and destinations lowers carbon emissions from transportation and offers additional environmental benefits through the application of various green technologies in both the transportation and housing sectors.

The City of Charlottetown is therefore at a junction: with current immigration levels and growth rates, the type of urban form absorbing this growth can make a difference between long-term fiscal health and prosperity or less favourable outcomes.

OBJECTIVES

It is an objective of the Official Plan that growth management will:

- Leverage Charlottetown's development into positive and healthy urban growth.
- Allow urban growth on the principles of fiscal efficiency, environmental conservation and urban containment.
- Promote efficient use of existing infrastructure to help balance tax revenue generation with public expenditures.
- Be integral to the City's contributions to climate change mitigation and adaptation.
- Balance infill growth in existing neighbourhoods with higher-density development in nodes and along corridors.

DRAFT



Figure 6: Priority growth areas for Charlottetown.

POLICIES

a) Prioritize infill growth in the higher-priority areas on the Growth Areas map to ensure optimal use of resources and to build vibrant, functional and sustainable nodes throughout the city. Priority areas form the basis of node and corridor growth (refer to 3.2.3 Corridors and 3.2.4 Nodes for more detail).

b) Consider applications to amend the Zoning and Development Bylaw through the lens of how a proposal contributes to better utilization of existing municipal services.

c) Control expansion of the city's urban boundary through use of holding zones in the Urban Expansion area of the land use map (refer to 3.2.6 Urban Expansion for more detail).

d) Enable increased density by permitting secondary suites throughout all residential zones of the Zoning and Development Bylaw.

e) Work with landowners of large commercial properties with the potential to become nodes, including shopping malls, to expedite redevelopment and the use of under-utilized lands.

f) Explore incentives to encourage the redevelopment of brownfield areas.

g) For brownfield sites, identify any contamination and outline a remediation plan.

h) Identify publicly owned brownfield sites with redevelopment potential and establish a process to redevelop these sites in co-operation with private sector developers.

i) Promote the redevelopment of under-utilized properties that are already serviced by public infrastructure.

j) Co-ordinate Growth Plans with Watershed Management Areas and the Provincial Coastal Hazards Information Platform, and ensure that sensitive areas receive a protective zoning in the Zoning and Development Bylaw regardless of their designation in this Official Plan.

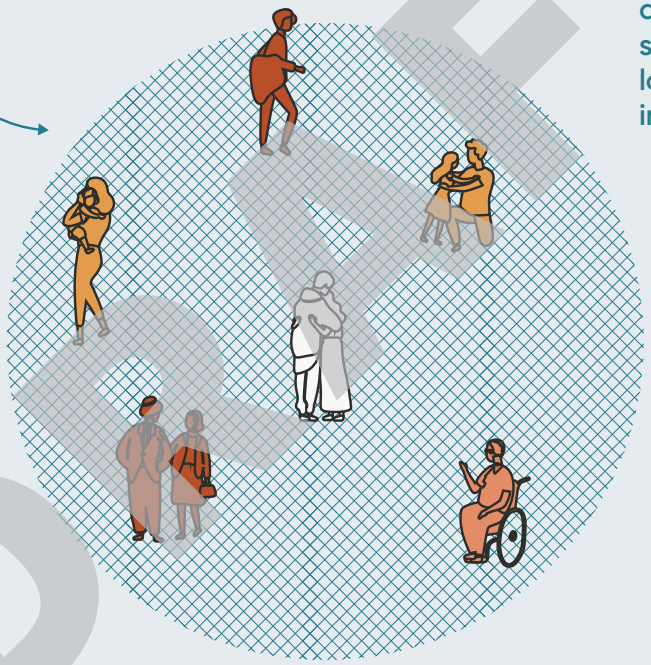
DRAFT

Brownfield: *Abandoned, idled or underused industrial and commercial sites, where expansion or redevelopment is complicated by real or perceived environmental contamination.*

3.2 Land Use Designations

Land use designations help ensure development occurs in a sustainable and organized manner building off of Charlottetown's existing pattern and character.

Charlottetown has a high proportion of people living alone, people over 65 and people with lower incomes requiring a range of housing choices



Protecting employment lands supports economic development by providing space for manufacturing, logistics and other industries

The downtown's heritage character is a major tourism draw, and therefore economic, asset. This necessitates a sensitive approach to development and the identification of growth areas outside the downtown

Nodes and corridors are a method to focus growth in areas well served by mobility options, services and amenities. These area are surrounded by low-density neighbourhoods

Apartments, garden suites, detached homes and semi-detached homes help meet the needs of a range of people

DRAFT

LAND USE DESIGNATIONS

The land use strategy is designed to prioritize development that supports the Official Plan's vision which includes encouraging greater housing choice, creating walkable, complete communities and making efficient use of city infrastructure (including roads, sewers, transit and more).

The city is divided into 10 land use designations:

1. **Downtown (Core, Periphery and Waterfront)**
2. **Eastern Gateway**
3. **Corridors**
4. **Nodes**
5. **Neighbourhoods**
6. **Workscapes**
7. **Institutional**
8. **Parks and Public Spaces**
9. **Natural Areas**
10. **Urban Expansion**

These designations are broad categories that outline the types of uses and forms of development appropriate within specific areas. Policies for each designation provide guidance for future growth, investment and development within this overall framework.

DRAFT

Complete Communities

This refers to an area offering a mix of urban features which enable residents to live, work, shop, learn and play within easy access of a range of transportation modes.

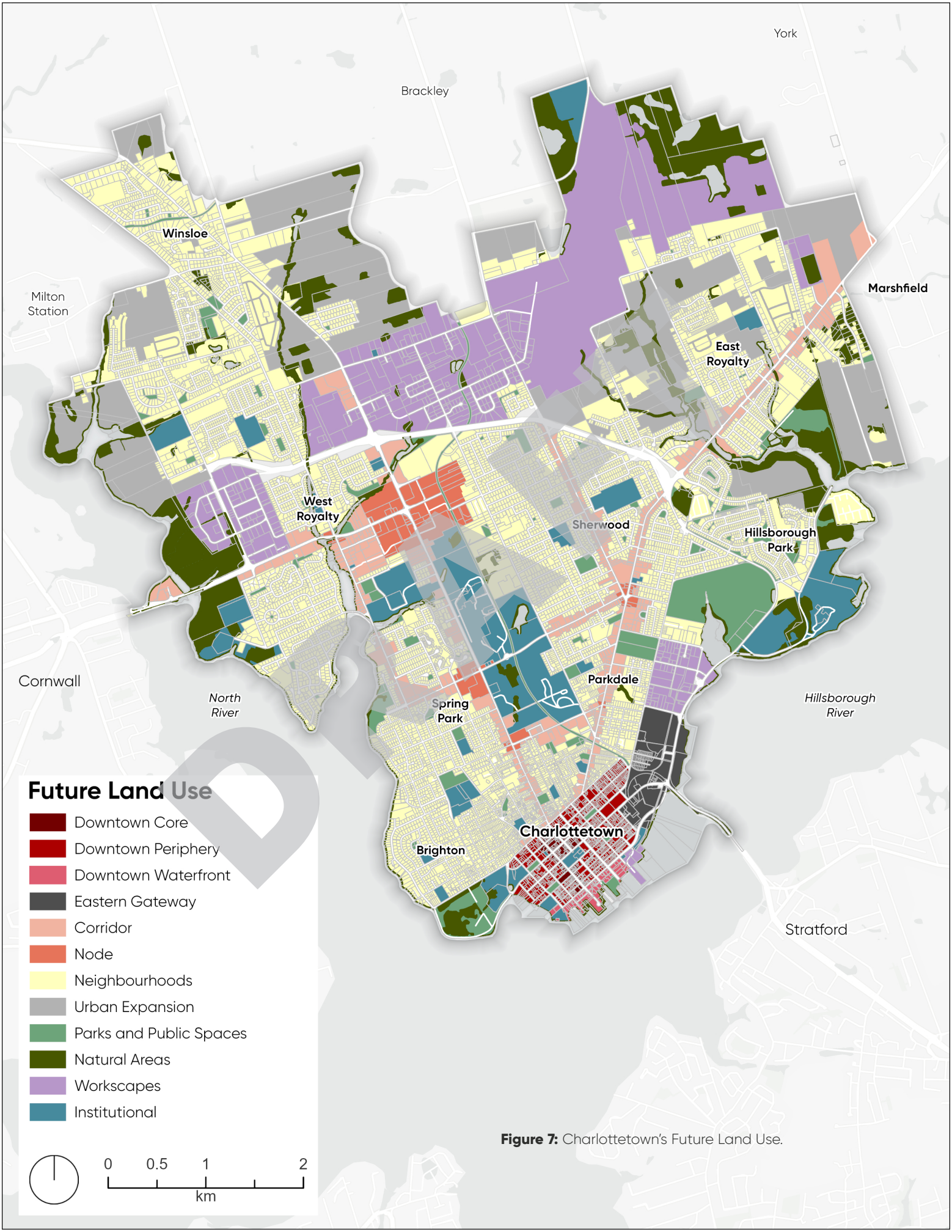


Figure 7: Charlottetown's Future Land Use.

3.2.1 Downtown

Downtown Charlottetown is the heart and soul of the city, an area where economic, cultural, recreational, civic and tourist activities come together. Nowhere else in PEI offers such a diverse mix of uses. Downtown contains many of the most important heritage, cultural and social features to residents, Islanders and Canadians, and is also a vibrant neighbourhood and community in its own right.

Province House is not only the seat of the Provincial Government but is also a memorial to the conference that helped lead to Canada's Confederation. The adjacent waterfront lands are a tourist magnet and active port that serves as a gateway to many visitors while also reminding Islanders of their maritime history. Hundreds of heritage properties throughout the 500 Lot Area, originally planned by Charles Morris on order from Samuel Holland, bear witness to a prosperous time of shipbuilders and merchants that saw Charlottetown form the core of its cultural landscape of historic buildings and charismatic streets. In the 19th century, the area to the west of Rochford Square was known as "The Bog" and constituted a significant community of Black Islanders in the middle of the City. It is important that any type of growth in the Downtown designation is sympathetic to this heritage context and complements the existing urban fabric.

Downtown Core

The Downtown Core is celebrated as the heart of Charlottetown's vast selection of restaurants, pubs and niche shopping boutiques. With smaller commercial footprints, the Downtown Core supports a diverse mix of land uses. Cultural, civic and other institutional buildings add to the diversity of this area. The Downtown Core also accommodates residential spaces typically found in upper storeys above commercial ground floors.

Downtown Periphery

The Downtown Periphery has several residential areas primarily along side streets near main commercial thoroughfares. The concentrations of these detached homes and small apartments have created pockets of substantial population density adjacent to the Downtown Core.

Downtown Waterfront

The Downtown Waterfront provides a unique opportunity for higher-density, taller developments, in close proximity to the existing historic 500 Lot Area. The Downtown Waterfront is a prime location for tourism-oriented uses such as restaurants, retail stores, hotels and cultural experiences.

OBJECTIVES

It is an objective of the Official Plan that growth and change in the Downtown:

- Support Downtown's role as a destination, rich in vibrant and diverse land uses.
- Continue to make the Downtown an attractive place to live.
- Promote compact development, intensification of spaces and pedestrian friendly environments.
- Prioritize walking and cycling as the main modes of personal transportation.
- Respect the built heritage and promote development that complements the existing street and building pattern.
- Reinforce and extend the historic street and block pattern of the 500 Lot Area into larger sites, if they redevelop.

DRAFT

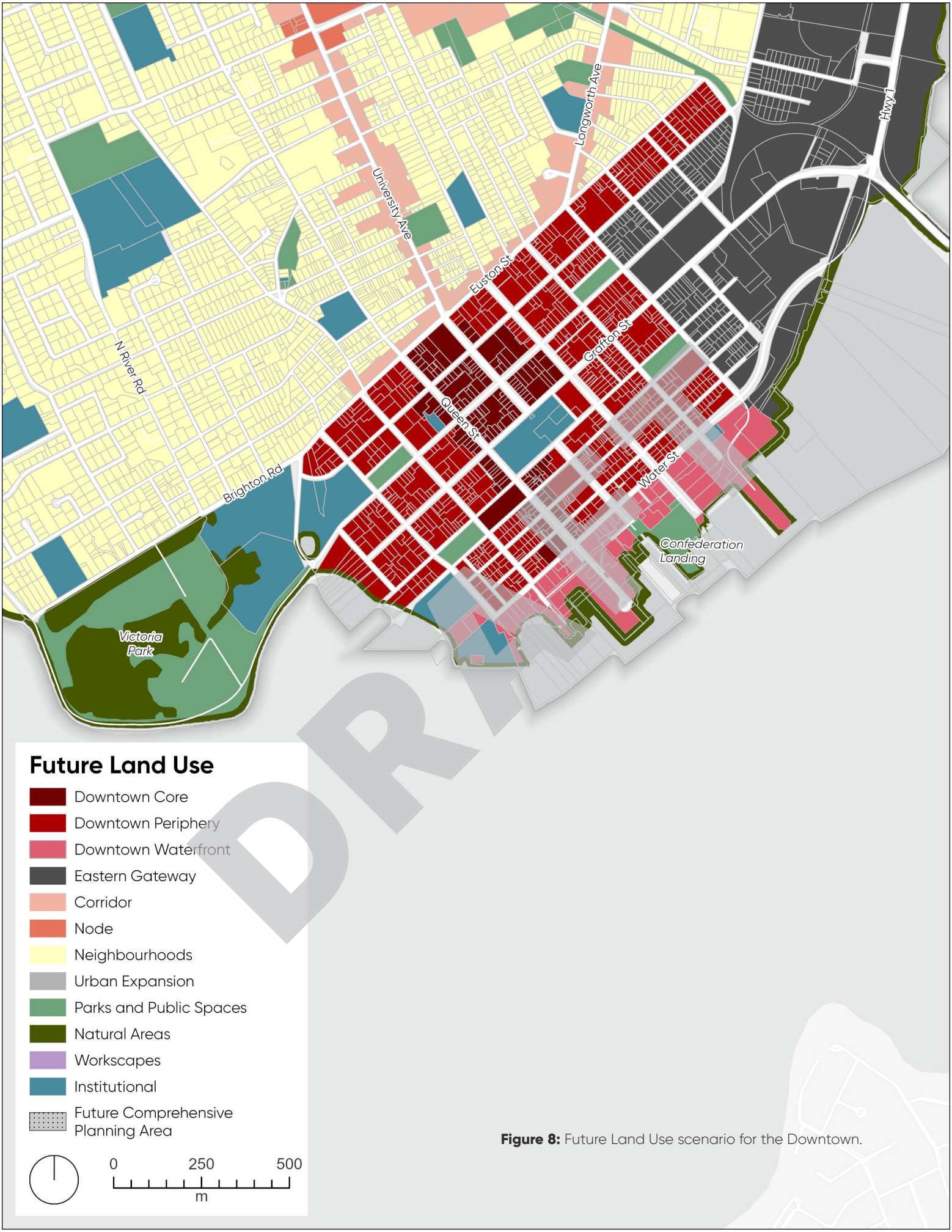


Figure 8: Future Land Use scenario for the Downtown.

OVERALL DOWNTOWN POLICIES

a) Maintain the Downtown's role as the cultural and commercial centre of PEI by supporting a wide range of land uses.

b) Maintain the Downtown's role as a population centre, with large numbers of residents living in close proximity to cultural and commercial offerings.

c) Maintain the character of the Downtown's built form through a design review process. All qualifying development proposals are assessed through a design review process with the objective of maintaining the character of the Downtown's built form. The design review process is integrated with the City's development approval process, reviewing landscaping, site planning and physical building design.

d) Administer bonus height provisions through the Zoning and Development Bylaw to increase flexibility in planning decisions and incentives for heritage conservation measures. Bonus height must comply with standards set out in the Zoning and Development Bylaw for Downtown areas.

e) Apply the City's Heritage Preservation Bylaw to protect Heritage Resources within the Downtown. Maintain a current catalogue of Heritage Resources and consider adding new Heritage Resources to the catalogue as appropriate.

f) Maintain a system of financial incentives to restore and repurpose Heritage Resources to maintain a vibrant Downtown and reduce vacancy of properties.

g) Identify and protect historic views within the Downtown to important civic features and the water by incorporating view plane, view corridor and view terminus rules in the Zoning and Development Bylaw (see view plane plan in Figure 10.

h) Prioritize active transportation along streets and only alter the 500 Lot Area street and block pattern where it improves pedestrian comfort and access.

i) Align public space within right-of-ways with the "Streetscape Plan" and the "Civic Elements Plan" for the 500 Lot Area (see image on page 40).

j) Create an inventory of mid-block alleyways in the public domain and promote concepts to revitalize these public spaces through a dedicated plan.

k) Increase the density of the tree canopy on public streets and spaces to allow for more shade in hot summer months, increase carbon sequestration and reduce the heat island effect.

l) Require development, redevelopment or intensification of large sites adjacent to the 500 Lot Area to extend the street grid into these new sites through subdivision or through driveways mimicking the style of Charlottetown's downtown streets.

500 Lot Area

This is the historic, cultural, civic and symbolic core of Charlottetown and the oldest built area within the city. The map on the following page shows the extent of this historic area.

DRAFT

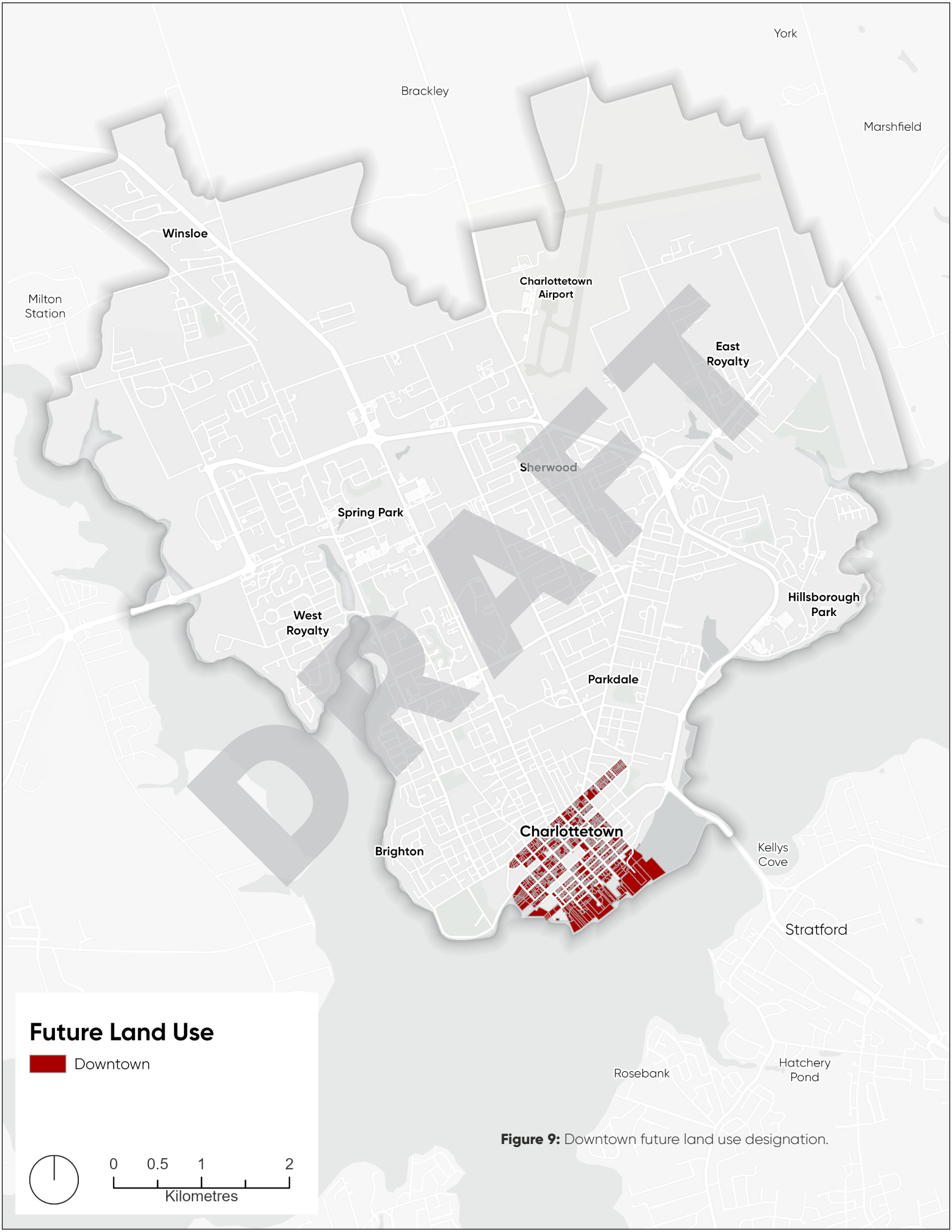


Figure 9: Downtown future land use designation.





Figure 10: Civic elements, land use considerations and streetscape considerations from the 500 Lot Area Development Standards & Design Guidelines.

DRAFT

DOWNTOWN CORE POLICIES

a) Ensure development within the Downtown Core complies with the design review process and the 500 Lot Area Development Standards & Design Guidelines.

b) Ensure applications for amendments to the Zoning and Development Bylaw in the Downtown Core follow a balanced approach to land development and growth by:

i) Respecting the local heritage context through the application of the 500 Lot Area Development Standards & Design Guidelines.

ii) Creating a transition to neighbouring areas through horizontal building stepbacks near the height of existing neighbouring development and appropriate setbacks from the lot lines adjacent to lower-density development.

iii) Address publicly owned backyard alleyways through the building design where applicable.

c) Restrict the development of automobile-oriented land uses such as gas stations, repair garages, drive-throughs and car dealerships within the downtown core. Electric vehicle supports such as e-charging stations are exempt from this provision.

d) Ensure that pedestrian environments such as Queen Street retain and improve their vibrant character through promotion of active streetfronts on ground-floor level along areas marked in Figure 10.

DRAFT

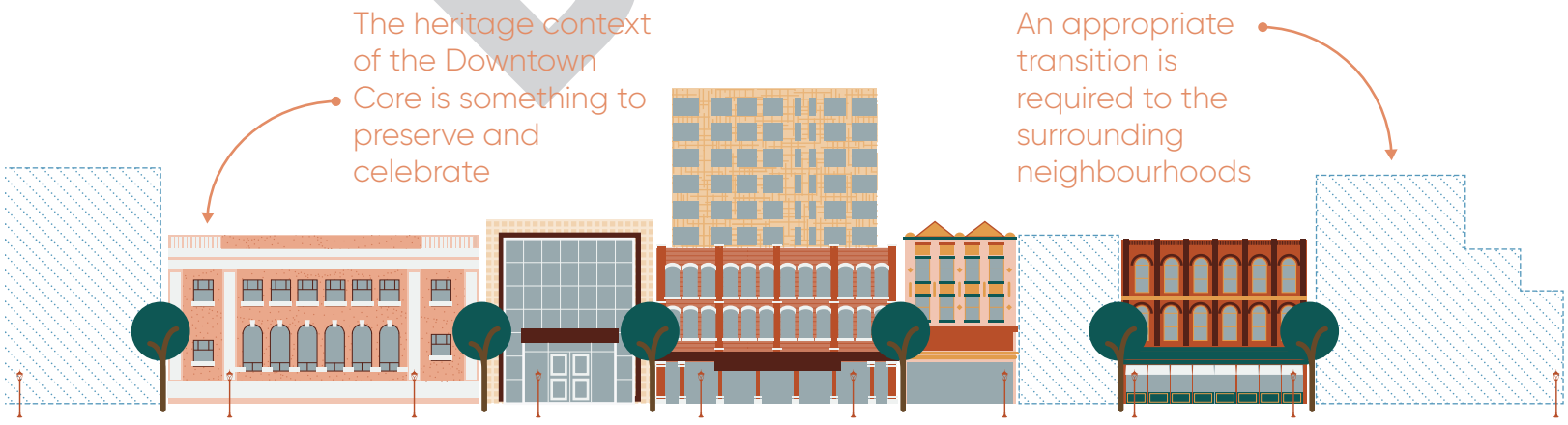




Figure 11: Downtown Core future land use area.

DOWNTOWN PERIPHERY POLICIES

a) Ensure development within the Downtown Periphery complies with the design review process and the 500 Lot Area Development Standards & Design Guidelines.

b) Require new development to complement the built form, size, pattern, lot fabric rhythm and building setbacks of existing development in the immediate area.

c) Ensure that new development or redevelopment within the residential areas of the Downtown Periphery is modest and compatible with the adjacent buildings.

d) Explore options of a public water access and boat launch on the western end of the Sydney Street Right-of-Way.

e) Encourage small- to medium-scale, local commercial land uses on street corners through provisions of the Zoning and Development Bylaw.

DRAFT



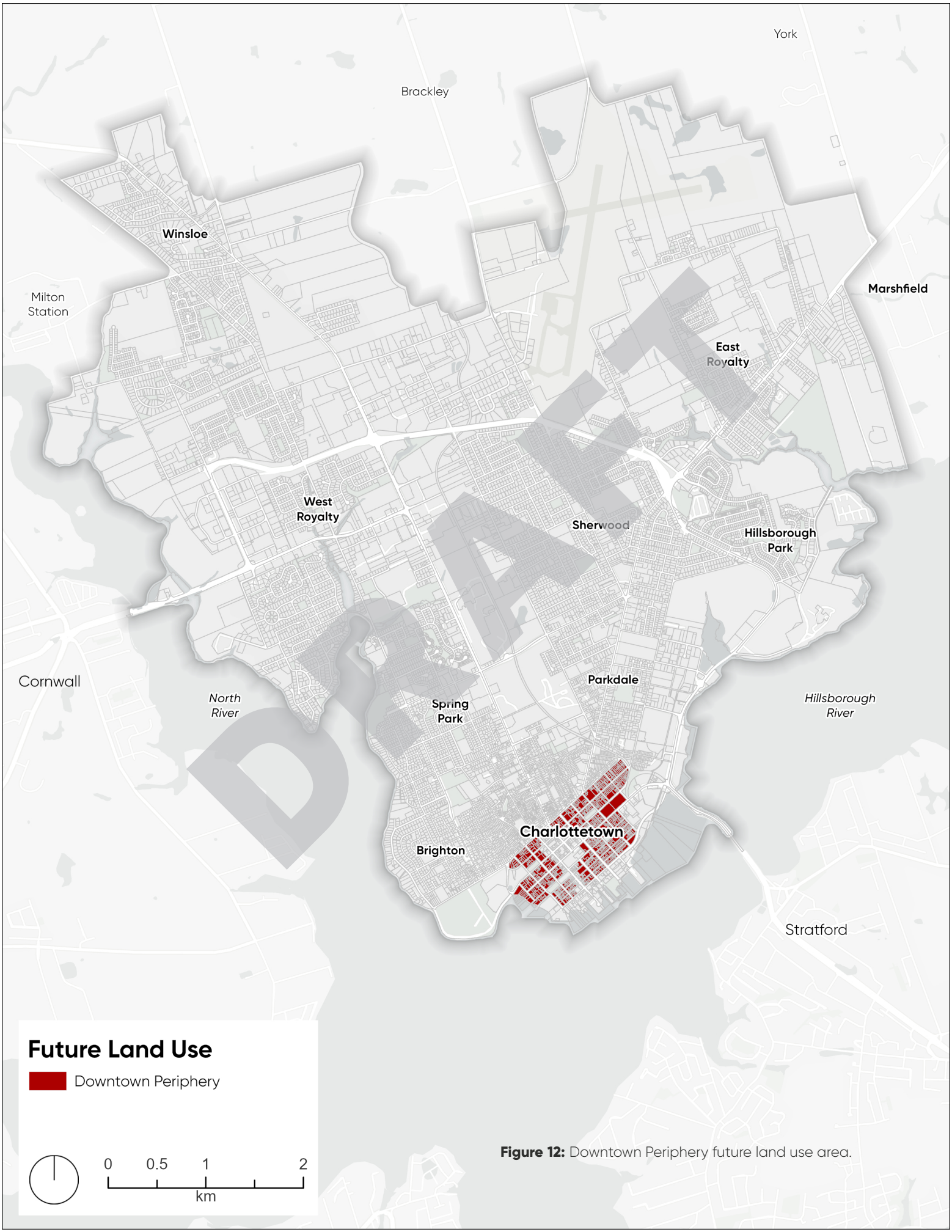


Figure 12: Downtown Periphery future land use area.

DOWNTOWN WATERFRONT POLICIES

a) Ensure development within the Downtown Waterfront complies with the design review process and the 500 Lot Area Development Standards & Design Guidelines.

b) Prioritize affordable housing units for development along the Downtown Waterfront seeking bonus height.

c) Incorporate storm surge protection into building and site design for development in the Downtown Waterfront.

d) Incorporate some form of permanent public access into marina developments to encourage public access to the water.

DRAFT

Waterfront development needs to withstand the impacts of storm surges and sea-level rise



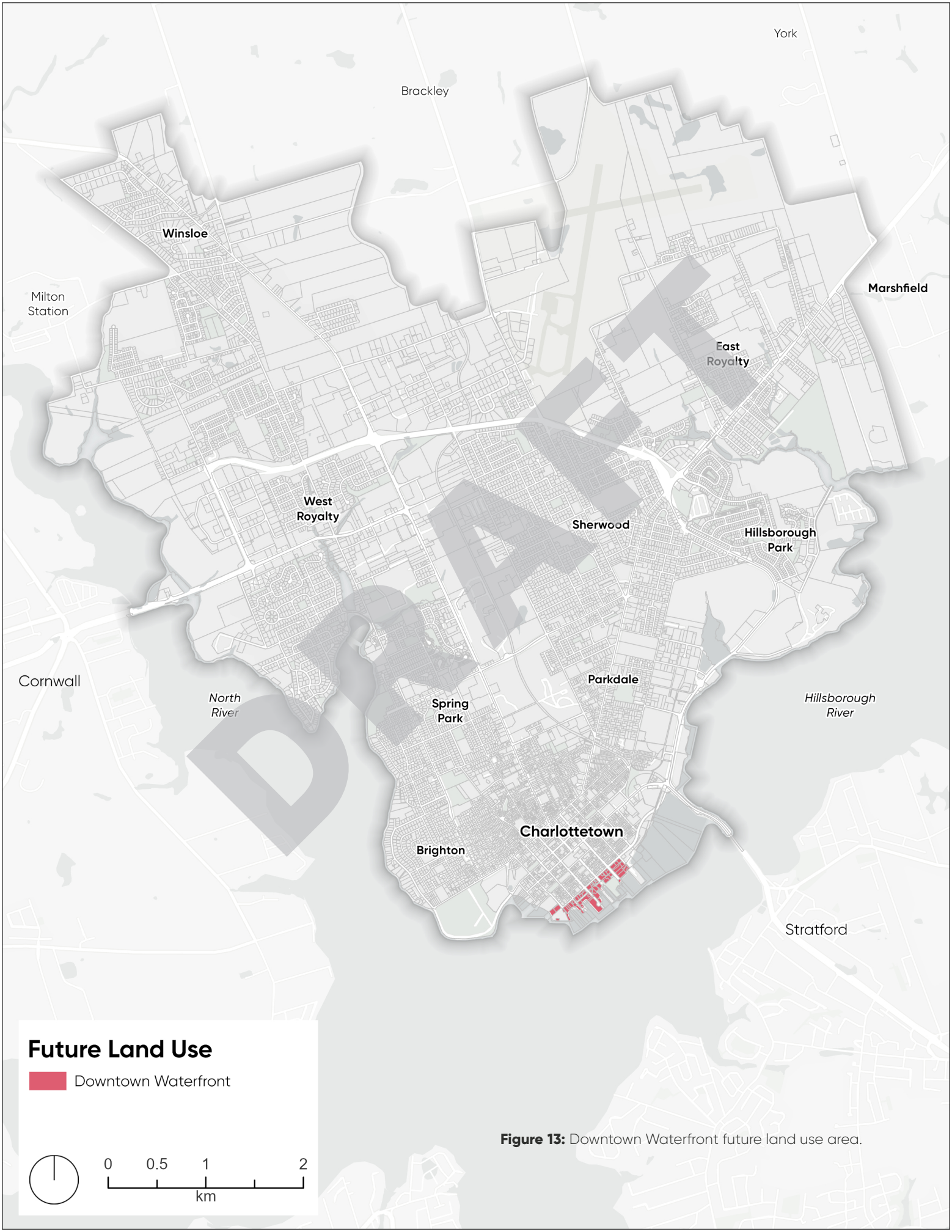


Figure 13: Downtown Waterfront future land use area.

CITY INITIATIVES

a) Establish a Downtown Core Zone in the Zoning and Development Bylaw to permit the development of a wide range of commercial uses that comply with the intent of this designation.

b) Establish a Downtown Main Street Zone in the Zoning and Development Bylaw that specifically regulates land uses on established commercial streets within the Downtown Area.

c) Establish Downtown Mixed Use and Downtown Neighbourhood Zones in the Zoning and Development Bylaw and apply these based on the character of properties within the designation.

d) Establish a Waterfront Zone that specifically addresses the needs of that area and the policy intent of the Downtown Waterfront designation.

e) Update the Zoning and Development Bylaw to provide guidance for new development by adding aspects of the 500 Lot Area Development Standards & Design Guidelines that are suitable for form-based requirements of all Downtown Zones.

f) Ensure that the Zoning and Development Bylaw enables development of multi-unit dwellings of up to four storeys within 800 metres of Holland College.

g) Implement flexible zoning provisions for institutional buildings to support the development of downtown jobs and civic amenities.

h) Prepare and implement an Integrated Parking Strategy to reduce parking requirements and thus allow for increased densities in the Downtown.

DRAFT

3.2.2 Eastern Gateway

The Eastern Gateway represents the next generation of waterfront redevelopment in Charlottetown. Just as the central waterfront between Confederation Landing and Victoria Park has transformed from a heavy industrial area to a mixed-use district, so to will the Eastern Gateway. With a focus on recreation, tourism and housing, this area will support the city's economy, and identity in new and modern ways.

The Eastern Gateway, like the central waterfront before it, is beginning a process of transformation into a place that balances its function as a working waterfront with increased public amenity and development opportunities. To address this transformation, the Charlottetown Area Development Corporation commissioned "The Eastern Gateway Waterfront Master Plan" which was published in 2011. The document provides a long-term vision for how this portion of central Charlottetown could change in the future and includes recommendations for public open space, land use, traffic circulation, built form and a new pedestrian and cycling network.

The Master Plan is integrated into the Official Plan policies for this area in Chapter 5: Secondary Plans. The polices allow for continued operation of existing businesses and uses as they are today but with a long-term view to the future. The Master Plan provides the City with a vision and guidance for the Eastern Gateway to ensure each incremental change that comes forward is a step towards the long-term goal of creating a vibrant and welcoming waterfront community.

OBJECTIVES

It is an objective of the Official Plan that growth and change in the Eastern Gateway:

- Follow the direction of the Eastern Gateway Secondary Plan (see Chapter 5: Secondary Plans).
- Integrate design measures to protect the shoreline and development from coastal flood risks.

POLICIES

a) Development within the Eastern Gateway designation shall follow the Eastern Gateway Waterfront Master Plan.

b) Proactively address coastal flood risks by protecting the existing natural shoreline and restoring previously armoured areas through redevelopment of waterfront properties within the Eastern Gateway.

c) Consider public and open space land uses within the coastal zone since they are better suited to accommodate periodic flooding due to extreme weather events.

d) Support up to four storeys of height for multi-unit residential dwellings within 800 metres of Holland College.

DRAFT

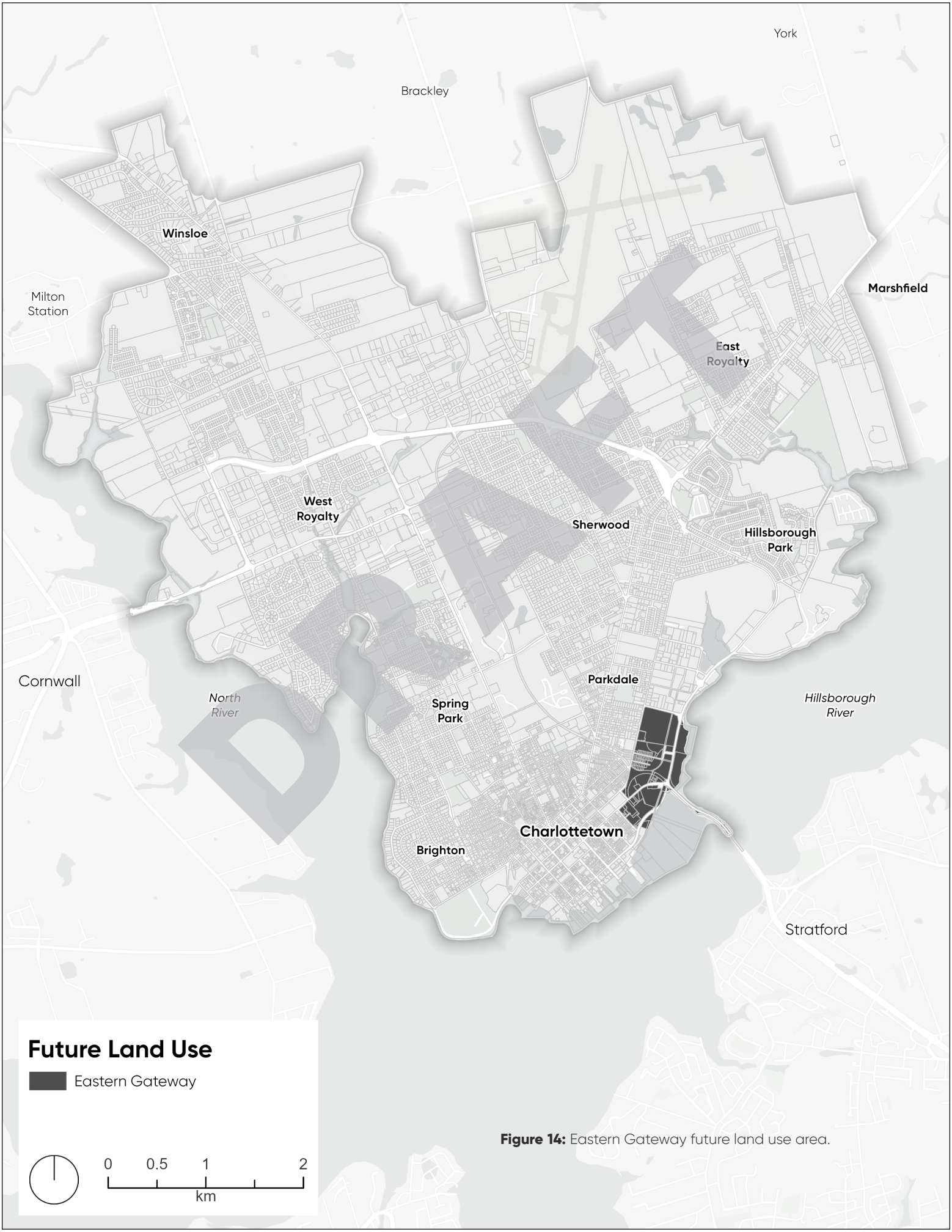


Figure 14: Eastern Gateway future land use area.

3.2.3 Corridors

All residents of Charlottetown share common daily needs, including access to food, public transportation, housing, places of employment and recreational amenities. Providing these amenities within reasonable walking distance is a matter of equity, climate change mitigation and liveability.

Medium and larger-scale commercial and institutional destinations provide some of the best opportunities to foster development that supports day-to-day life for most Charlottetown residents. Located primarily on the city's main arterial roads, these linear clusters form corridors of development that are prime opportunities for increasing residential densities and supporting existing commercial uses.

Corridor areas can support much-needed affordable housing units that rely on proximity to transit and shopping.

OBJECTIVES

It is an objective of the Official Plan that growth and change along Corridors:

- Provide mixed residential and commercial uses along key transportation routes.
- Reflect compact forms of housing and urban amenities bringing them closer to each other.
- Create attractive pedestrian streetscapes and improve pedestrian access to commercial and institutional amenities.
- Increase the climate change resilience of corridors through re-introduction of street trees and natural stormwater management solutions.
- Increase transit service viability by creating linear corridors of density.

DRAFT

Transportation Demand Management

This is a program of information, analysis, infrastructure and incentives to help people know about and use all their transportation options, including transit, ride sharing, walking, biking and remote working.

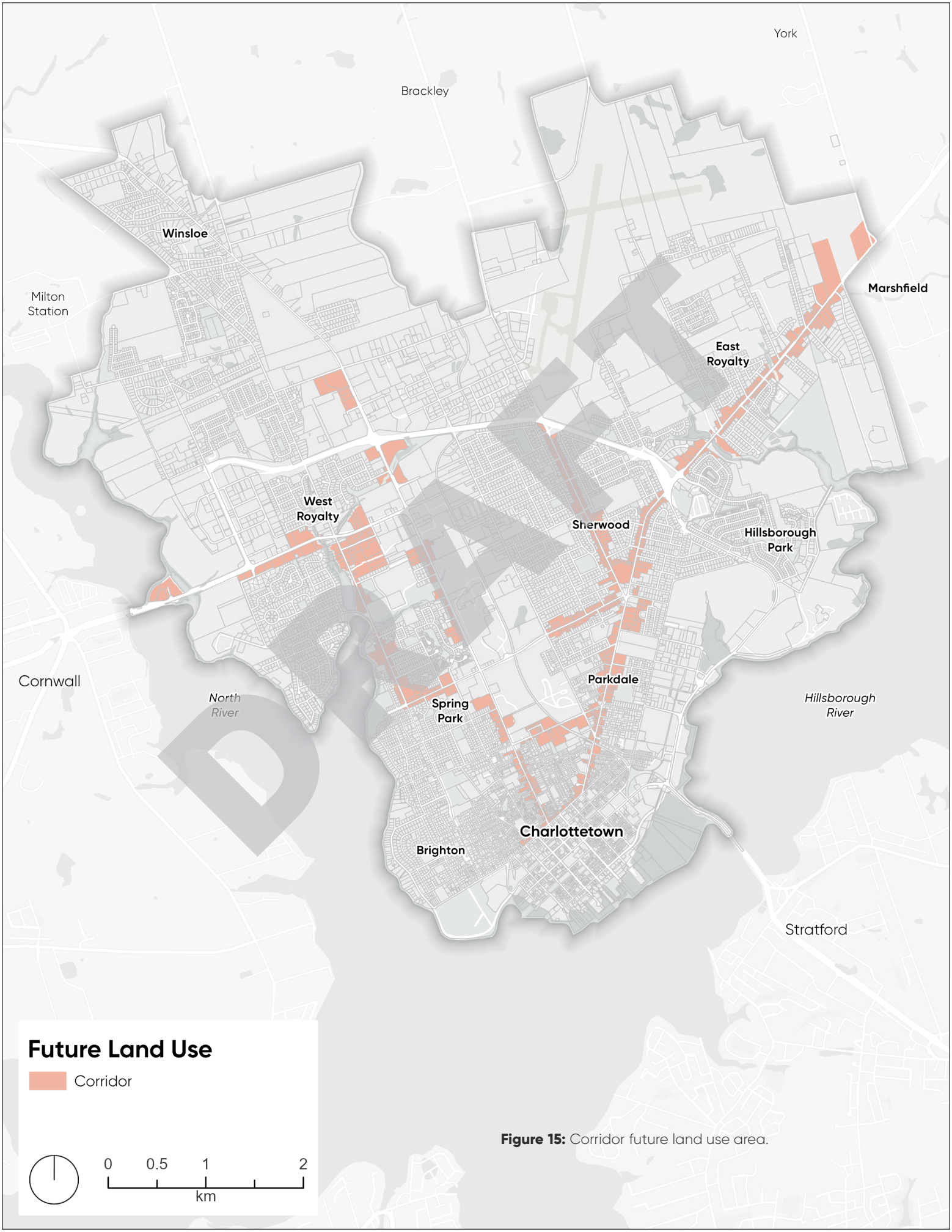


Figure 15: Corridor future land use area.

POLICIES

a) Prohibit new low-density dwellings with four units or fewer per building in the Corridor designation.

b) Encourage building heights up to six storeys along the Corridor.

c) Transition the height of development along Corridors by lowering the height towards neighbouring lower-density neighbourhoods.

d) Create design requirements for buildings to control building form, massing, visual articulation and street level facades that are appropriate for modern, pedestrian-oriented streets and implement these through the Zoning and Development Bylaw.

e) Require development applications that increase density to include a streetwall height of no more than three metres above the roof of a neighbouring building and a setback of at least six metres from the lot line facing a neighbouring low-rise building.

f) Promote transportation demand management solutions and diversification of the transportation mode-share over road-widening on these corridors.

CITY INITIATIVES

g) Apply the Corridor designation generally along arterial roads.

h) Collaborate with local partners, particularly UPEI, to create a distinct physical image and identity for University Avenue and St. Peter's Road through the development of uniform streetscaping and landscaping standards that incorporate nature-based climate solutions and other contextual climate adaptation and resilience strategies.

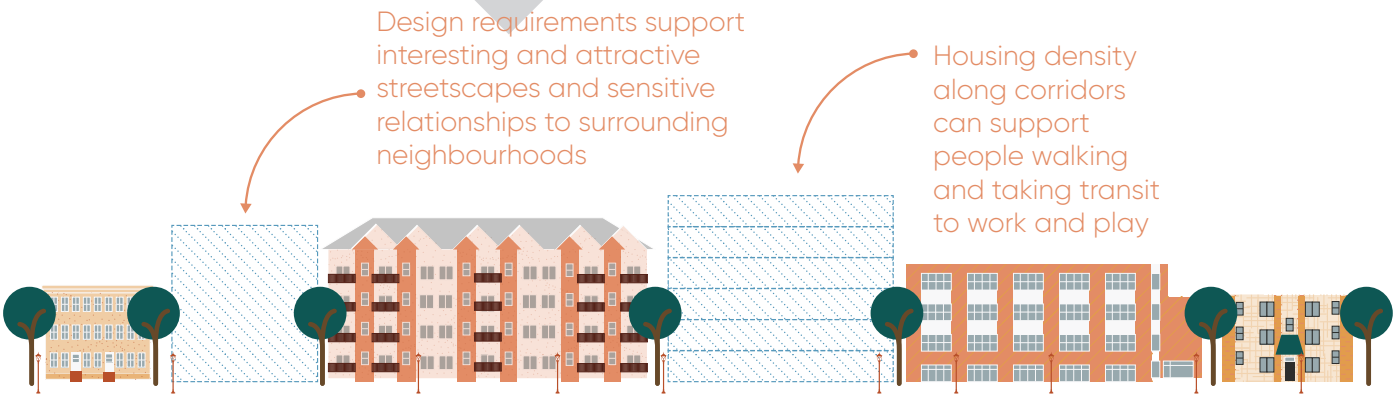
i) As Corridors intensify, investigate developing transit priority lanes, transit queue jumping lanes and signals, roundabouts and similar traffic management measures in partnership with the transit operator.

j) Establish a Growth Corridor Zone in the Zoning and Development Bylaw to permit the development of a wide range of commercial and residential land uses along key corridors.

k) Create flexible zoning provisions for any type of institutional buildings in the Corridor designation which may vary from commercial design requirements.

l) Enable four-storey buildings within an 800-metre radius of the UPEI campus.

DRAFT



3.2.4 Nodes

Nodes are typically intersections of two or more corridors. These major intersections have a significant impact on the image and perception of the city, as they are often prominent gateways. These areas are also the busiest locations in the city outside of the Downtown and can accommodate a wider variety of uses at higher densities than Corridors.

Nodes are some of the most appropriate sites for the highest densities in Charlottetown due to their access to transportation infrastructure and high volumes of visitors.

OBJECTIVES

It is an objective of the Official Plan that growth and change in Nodes:

- Create landmark-built environments to frame major gateways and intersections.
- Accommodate a broad mix of land uses.
- Support the highest densities in the city.
- Increase the climate change resilience of corridors through re-introduction of street trees and natural stormwater management solutions.

Placemaking

This is a planning, design and management approach that provides a location with a clear identity and creates communities that are walkable, beautiful, interesting and vibrant. Placemaking requires a vision and community involvement.

DRAFT

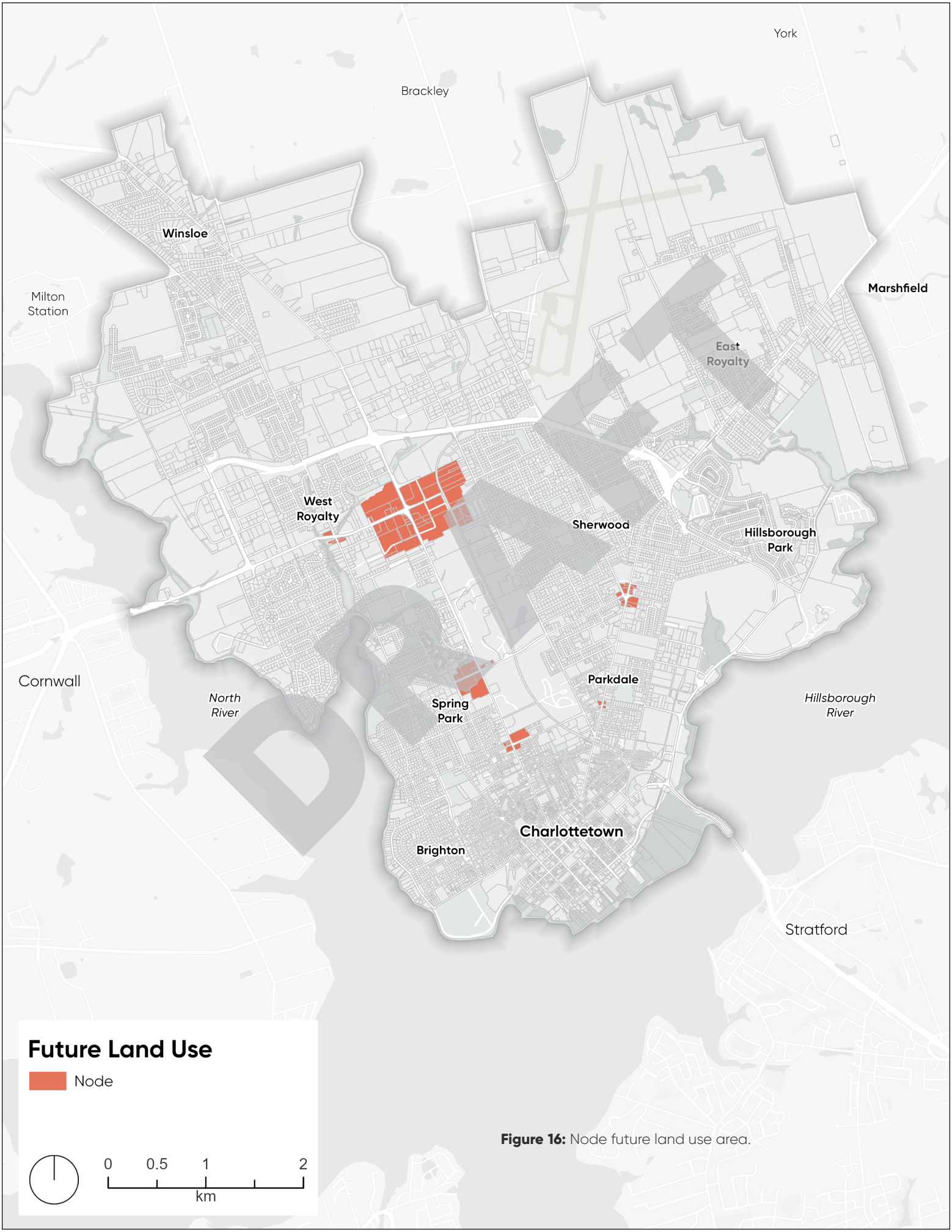


Figure 16: Node future land use area.

POLICIES

a) Prohibit new low-density residential dwellings with three units or fewer per building in these areas.

b) Encourage building heights up to 10 storeys in the centre of Nodes and scale development down to a complementary height near existing development along the Node's boundaries.

c) Building heights in excess of 10 storeys can be supported where developments undergo a design review process and provide additional amenities or affordable housing to offset the impacts of additional height and density.

d) Create design requirements for buildings to control building form, massing, visual articulation and street level facades that are appropriate for modern, pedestrian-oriented streets and implement these through the Zoning Bylaw.

e) Prohibit development of automobile-oriented land uses such as gas stations, repair garages, drive-throughs and car dealerships. Electric vehicle supports such as e-charging stations are exempt from this provision.

f) Prioritize co-location of mixed land uses in Nodes.

g) Investigate opportunities to develop unique branding or placemaking features for each Node.

h) Explore opportunities to create central gathering plazas or parks within Nodes.

CITY INITIATIVES

i) Apply the Node designation generally south and west of the Trans-Canada Highway on lands at the intersection of two Corridor roads.

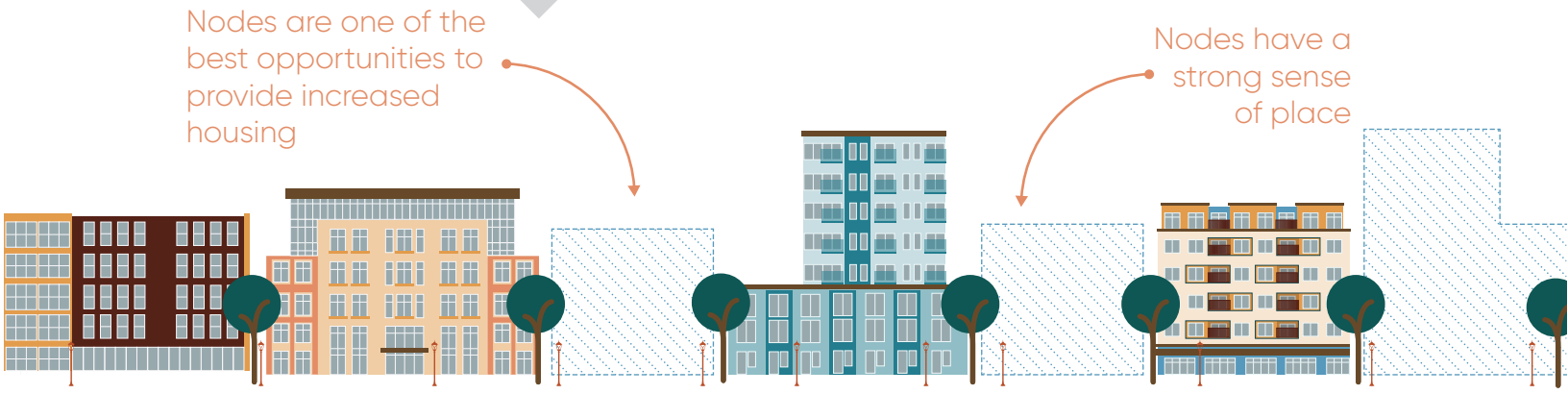
j) Establish a Growth Node Zone in the Zoning and Development Bylaw to permit the development of a wide range of commercial and residential land uses in close proximity to each other at high densities.

k) Create flexible zoning provisions to permit institutional uses in the Nodes.

l) Endeavour to co-locate transit facilities and car or bike-sharing stations within Nodes, especially in developments that exceed the regular eight-storey height threshold.

m) Create Growth Node landscaping standards under consideration of natural forms of climate change adaptation and resilience.

DRAFT



3.2.5 Neighbourhoods

Most of Charlottetown is made up of residential neighbourhoods that have grown since the 1950s into the shape we see today. Every neighbourhood in Charlottetown has its own distinguishing characteristics that help to identify it as an individual entity and set it apart from adjacent areas. As Charlottetown grows, it will be important to balance the gentle intensification with strengthening the distinct sense of community which residents living in these places enjoy.

While every property in residential neighbourhoods should have an opportunity to contribute to the housing market by accommodating additional dwelling units on-site, some streets within these neighbourhoods may have the capacity to absorb small apartment buildings and similar multi-unit dwellings.

An important part of fostering sustainable and healthy neighbourhoods is enabling people to stay in their communities through all stages of their lives. The provision of different densities that support community-based services and public amenities will be vital to achieve these goals.

OBJECTIVES

It is an objective of the Official Plan that growth and change in Neighbourhoods:

- Embrace the predominantly low-density residential character of these areas.
- Allow for gentle infill development and alternative forms of low-rise housing compatible with their neighbourhoods.
- Enable development of communities that support housing and recreational amenities for all ages and abilities.
- Allow small-scale commercial and institutional development to serve local neighbourhood needs.
- Create complete communities with a range of amenities and services within easy walking, cycling or transit access.
- Enable residents to live all stages of life in their neighbourhood of choice.
- Ensure environmental stewardship in neighbourhoods through restoration of the tree canopy and natural stormwater management measures.

Low Density

If the number of units per lot is four or fewer, than the dwelling is considered low density. This includes single detached houses, a house with a secondary suite, semi-detached houses, duplexes, triplexes or fourplexes.

DRAFT

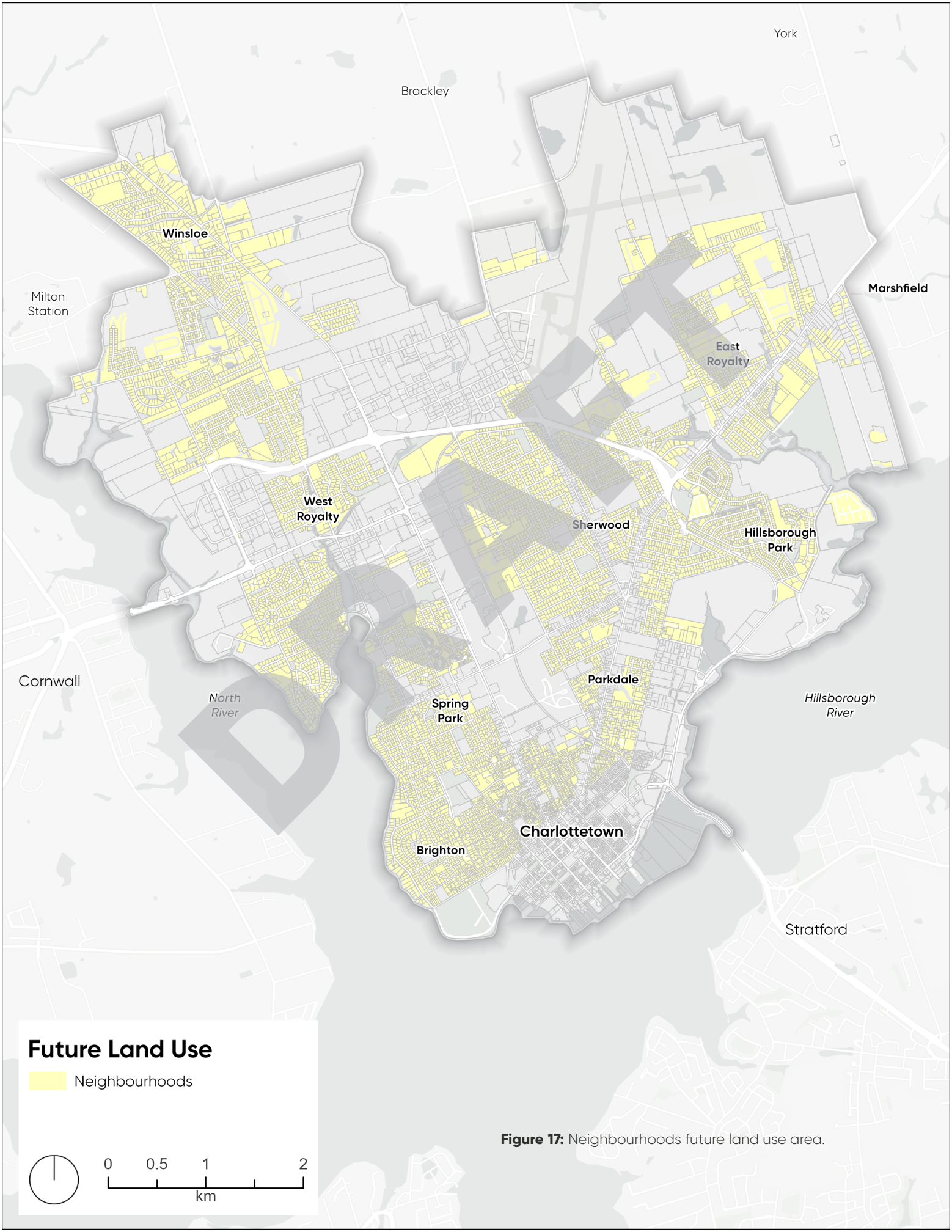


Figure 17: Neighbourhoods future land use area.

POLICIES

a) Establish walkable centres within all wards of Charlottetown.

b) Allow institutional buildings and small-scale businesses that provide highly localized sales or services, including community rooms, corner stores, and personal service shops in locations with existing commercial or along busier streets.

c) Only allow home-based businesses, bed and breakfast establishments, and short-term rentals within residential neighbourhoods when operated by a principal resident of the dwelling unit, or as licenced through the Short Term Rental Bylaw and the Zoning and Development Bylaw.

d) Support housing initiatives that allow residents to age in place within the same or nearby neighbourhoods.

e) Develop regulations that ensure infill and intensification is contextually sensitive.

f) Consider developing a tiered approach to zoning in residential areas, permitting greater densities in specific areas while providing rules for architectural transition and buffering as determined when reviewing the Zoning and Development Bylaw.

g) Permit secondary suites, including garden suites.

h) Support rezoning in the Zoning and Development Bylaw to enable small-scale housing infill projects up to four dwelling units per lot.

i) Support the subdivision of larger lots into narrower lots to increase housing through variances of the Zoning and Development Bylaw.

j) Support rezoning of properties in the Zoning and Development Bylaw to enable small-scale multi-unit buildings of up to 16 residential units subject to the following conditions:

i) The development proposal abuts and has direct access to an Arterial or Collector Road or to Kensington Road, Macwilliams Road, East Royalty Road, MacRae Drive or parts of Queen Street from Connolly Street to Cooper Avenue.

> **Contextually Sensitive**
>
> *A development is contextually sensitive if stepbacks and/or appropriate heights are employed to mitigate massing issues, it has a similar scale front facade as the rest of the street and is complementary to adjacent buildings.*

DRAFT

Secondary suites are a method to increase housing and help home owners with mortgages

Infill needs to be contextually sensitive to the surrounding community

Corner stores help support complete and walkable communities



ii) The proposal incorporates underground parking facilities and sheltered bicycle parking for developments over eight dwelling units.

iii) The proposal provides adequate on-site landscaping, buffering, amenity space, parking and garbage collection areas.

iv) The building design blends into architectural styles of its surroundings.

k) Infill and redevelopment of existing neighbourhoods within the coastal floodplain should be limited to protect public safety and prevent future damage.

l) Require high landscaping and tree canopy protection and restoration standards for all planning applications under policies of this chapter.

CITY INITIATIVES

m) Apply the Neighbourhood designation to established neighbourhoods that have formed over decades into areas of distinct character.

n) Undertake the development of a new Zoning and Development Bylaw that minimizes large stretches of single-use zoning throughout the city.

o) Establish a Neighbourhood Zone in the Zoning and Development Bylaw to permit the development of low-density residential dwellings of up to four dwelling units per lot and complementary forms of development that maintain the character of established neighbourhoods.

p) Establish a Medium Density Residential Zone in the Zoning and Development Bylaw that allows for gentle densification in suitable locations with developments of up to three storeys and one dwelling unit per 115 square metres of lot area.

q) Establish a Higher Order Residential Zone in the Zoning and Development Bylaw to be applied to residential areas within 800 metres of the University of Prince Edward Island, Holland College and the Queen Elizabeth Hospital allowing for multi-unit dwelling of up to four storeys without any density maximums.

r) Establish a Local Commercial Zone to serve local neighbourhood needs.

s) Encourage the development of accessory dwelling units (e.g. garden suites, garage suites, etc.) below a floor area threshold of 80 square metres through accessory structure standards.

t) Implement an accessory dwelling unit program to make pre-approved unit designs available to the public.

> **Gentle Infill**
>
> *In predominantly residential areas, gentle infill involves accommodating some increases in density through secondary suites, narrower lots and semi-detached dwellings in a manner that aligns with the scale of the neighbourhood.*

DRAFT

3.2.6 Urban Expansion

As Charlottetown's population growth continues to outpace all of Atlantic Canada, it is clear that despite an ambitious strategy to promote compact development and to contain outward growth, some portion of anticipated population growth may need to be accommodated in greenfield developments.

Historically this type of growth has been in a suburban form with single-detached home subdivisions and a low-density development pattern. Single-use low-density suburbs present infrastructure, recreational, and commercial servicing challenges, as their densities are unable to support the needs of their populations in a sustainable way. Similarly, these forms of development also create equity and energy efficiency challenges, since this type of development is usually fully dependent on the use of private vehicles.

For future greenfield developments, it is important to learn from the challenges of the past. Future expansion of Charlottetown's urban fabric should feature a mix of residential densities from the beginning and proactively plan for commercial features and community amenities within a walkable distance. Natural assets should be maintained and included in the design to avoid the loss of irreplaceable assets.

Every context of greenfield development will be unique and there are no general guidelines that will work for every new parcel of land added to Charlottetown's footprint. Instead, urban expansion will require the adoption of a new Secondary Plan providing site-specific planning guidelines before they can be developed.

OBJECTIVES

It is an objective of the Official Plan that the City:

- Establish a planning process to transition unserviced resource lands within Charlottetown's boundaries into fiscally, socially and environmentally viable communities.
- Ensure that Urban Expansion Lands are only developed where Secondary Plans are available, which will be established through a public consultative process similar to this Official Plan.
- Take into account the current and potential ecological and agricultural functions and value of these lands when considering a conversion of land uses.
- Embed comprehensive community planning requirements for new expansions of Charlottetown's urban footprint in the approvals process.
- Ensure that expansions of the urban area create long-term benefit to the public.

> **Greenfield**
>
> *These are areas along the edge of the city that have not had previous urban development and were, typically, rural in nature before being annexed into the city.*

DRAFT



Figure 18: Urban Expansion future land use area.

POLICIES

a) Require Secondary Plans for lands in the Urban Expansion designation to:

i) Reflect the guidance, intent and urban structure of the Official Plan.

ii) Make prudent use of public funds invested in newly required municipal infrastructure.

iii) Provide supporting technical studies including servicing and transportation strategies.

b) Where Urban Expansion areas intersect the coastal floodplain the land should be reserved for public and open space to prevent new development in the hazardous area, to protect public safety and to support public access to the waterfront.

c) Consider rezoning requests within the Urban Expansion designation provided a Secondary Plan has been approved which facilitates walkable communities for all residential areas.

CITY INITIATIVES

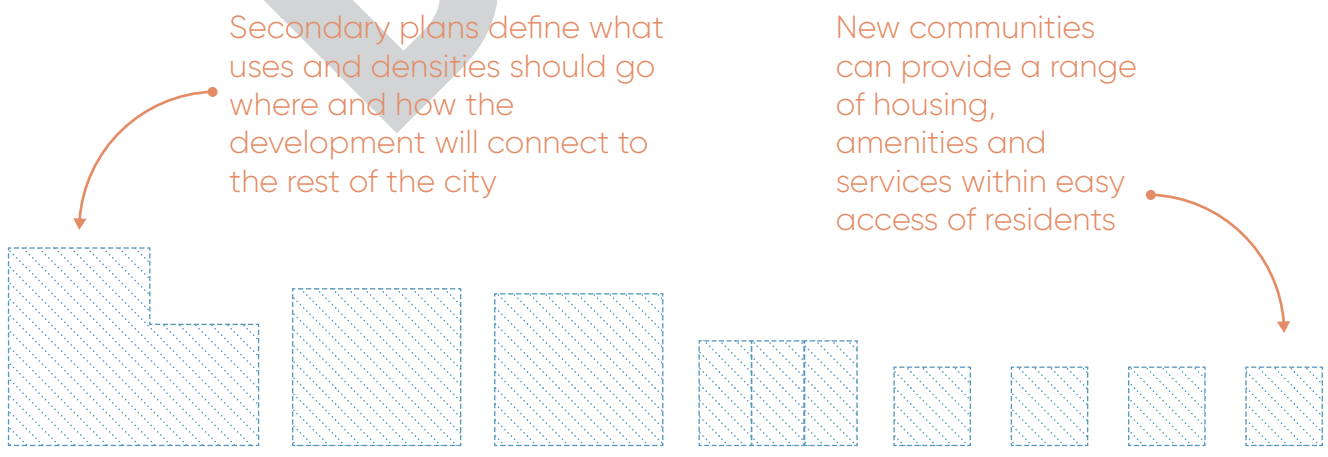
d) Apply the Urban Expansion designation to undeveloped and unserviced lands within Charlottetown's boundary.

e) Establish an Urban Expansion Zone In the Zoning and Development Bylaw.

f) Regulate the creation of parks and other green spaces through the subdivision provisions of the Zoning and Development Bylaw.

g) Maintain and improve the City's asset management program to have a better overview of financial implications of urban expansions.

DRAFT



3.2.7 Workscapes

Large-scale commercial and industrial operations, many of which require proximity to the airport or ocean, underpin Charlottetown's thriving economy. It is critical for the long-term success of Charlottetown's economy to have land available for the wide variety of manufacturing, logistics, services and supporting businesses.

At the same time, these areas function in very distinct ways from the rest of the city, and have differing needs. Proximity and good connections to long-distance transportation networks, large streets for convenient movement of trucks or machines and the provision of high-capacity utilities are important considerations to support these activities.

OBJECTIVES

It is an objective of the Official Plan that the Workscape designation:

- Establish a reserve of lands needed for commercial and light industrial operations.
- Maintain environments where many types of commercial and light-industrial businesses can co-exist in employment hubs.
- Establish locations for logistics-heavy businesses that cover needs for storage and the efficient movement of goods from, to, and throughout the site.
- Maintain proximity of logistics-heavy businesses to the Trans-Canada Highway.
- Provide municipal utilities at sufficient capacities for larger scale commercial and industrial applications.
- Separate/buffer employment communities from residential areas.

DRAFT

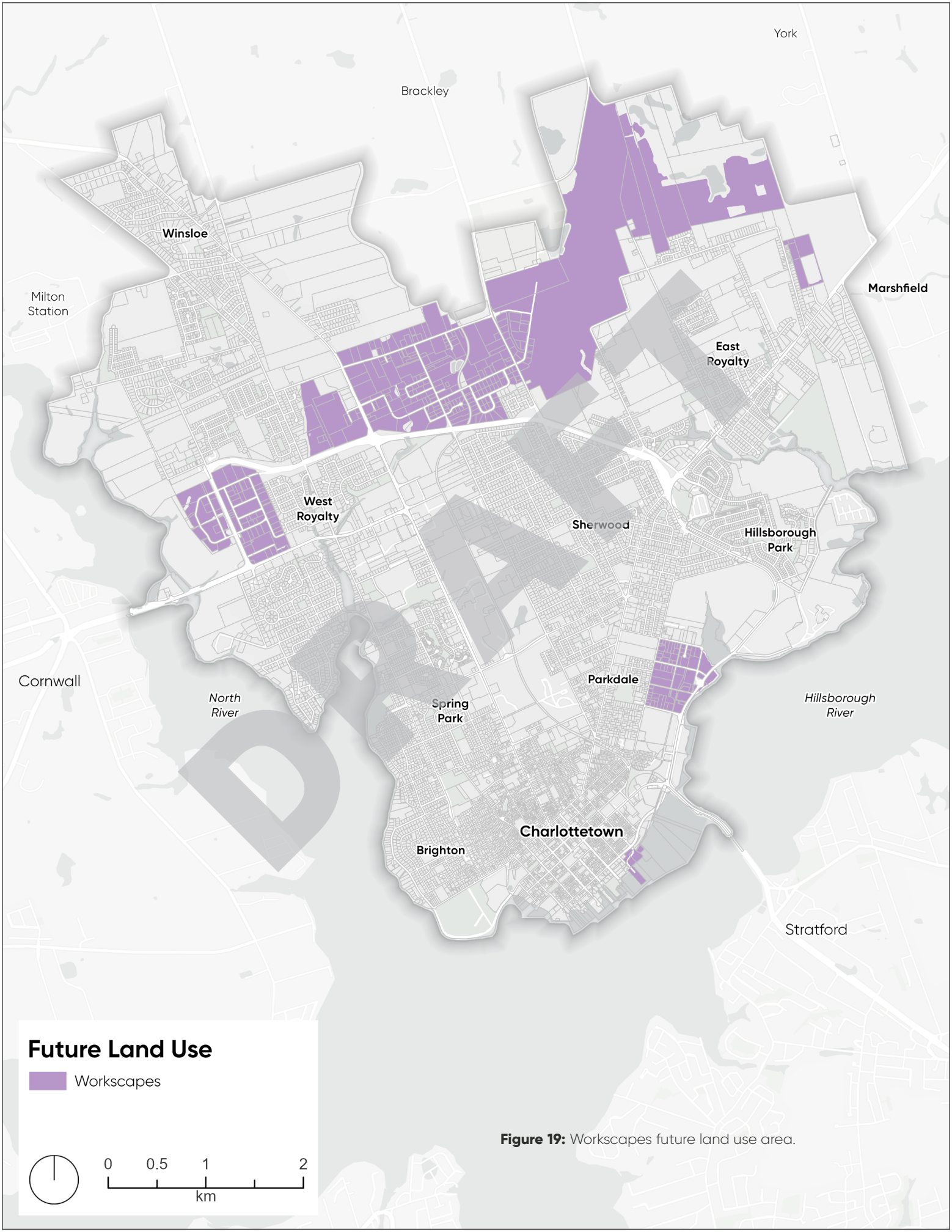


Figure 19: Workscapes future land use area.

POLICIES

a) Protect the ability of Workscape lands to accommodate commercial and light industrial activities and the frequent movement of goods and avoid the encroachment of non-commercial or non-industrial uses.

b) Support the development of light manufacturing, storage, warehousing and similar compatible uses.

c) Require mitigation strategies before permitting residential or other sensitive uses adjacent to workscapes.

d) Integrate land use policies with transportation and infrastructure planning for these areas.

e) Work with developers to expand workscapes into greenfield areas to accommodate growing demand and create contiguous workscapes.

CITY INITIATIVES

f) Apply the Workscapes designation to lands that are either currently characterized by, or anticipated to accommodate, commercial and light industrial activities of a larger urban footprint or frequent movement of goods.

g) Integrate the noise contours and the federal Charlottetown Airport Zoning Regulations (SOR/92-649) in the Zoning and Development Bylaw.

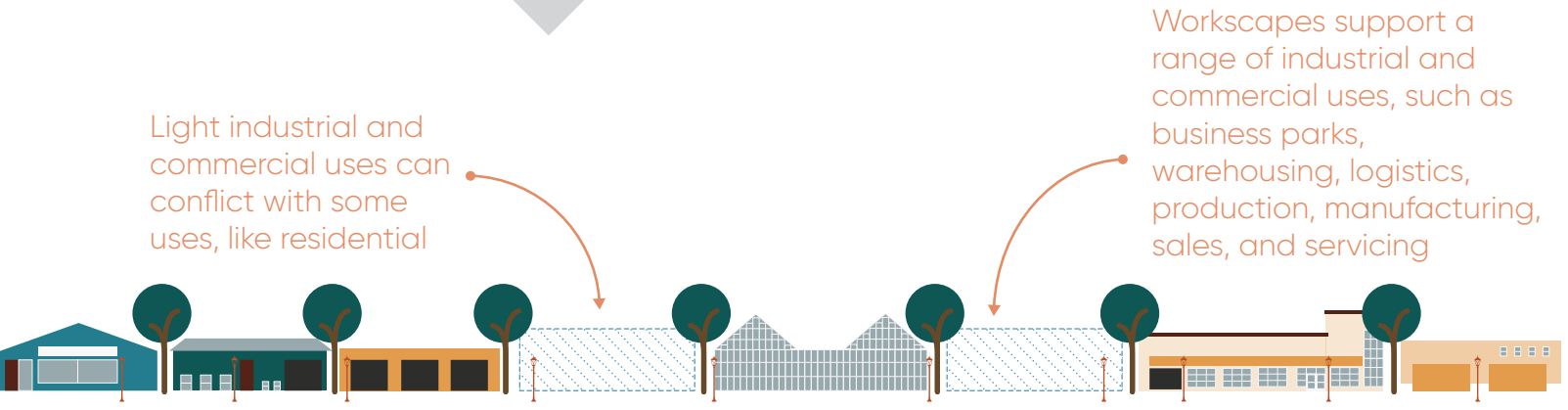
h) Develop a guiding framework for a future Port Zone that supports the operations of Charlottetown's active working port.

i) Establish a Business Park Zone in the Zoning and Development Bylaw to permit a range of commercial and light industrial land uses including light manufacturing, storage and warehousing of goods or data, vehicle parks, indoor food or plant production, building supplies stores, machinery sales, service and rentals, wholesale businesses, car dealerships, and similar or complementary land uses.

j) Establish a Port Zone that supports the operations of an active waterfront port.

k) Work with the Charlottetown International Airport Authority to establish an Airport Periphery Zone that enables appropriate land uses adjacent to the Charlottetown International Airport.

DRAFT



3.2.8 Institutional

The important contribution of the city's institutions and their role in community-based initiatives is acknowledged by the Institutional designation on the Future Land Use Map. The primary use of land will be for institutional uses that are of a city, regional or provincial nature, such as educational (post secondary), health, social, cultural and administrative facilities.

Small-scale local institutional uses, compatible with surrounding uses, such as public and private elementary schools, libraries, day care centres, and places of assembly and worship do not necessarily need to be singled out on the Future Land Use Map as they can be integrated into most other land use designations.

Several non-profit organizations also own property within the city and add to the landscape of institutions. Cultural venues such as museums, art galleries, religious or Indigenous centres also count towards this category provided they serve a community-oriented purpose and are not primarily operating for monetary gain.

All of these institutions are important service and employment hubs. It is imperative to support their development throughout the city.

OBJECTIVES

It is an objective of the Official Plan that growth and change in lands designated Institutional:

- Facilitate the development and continuous operation of institutional land uses.
- Minimize planning barriers and requirements for these types of land uses.
- Foster an attractive environment for government and non-profit organizations to relocate to Charlottetown.

Institutional Uses

These are city, regional, or provincial scale education, health, social, cultural, and administrative facilities. Examples include hospitals, post secondary institutions, and government offices.

DRAFT

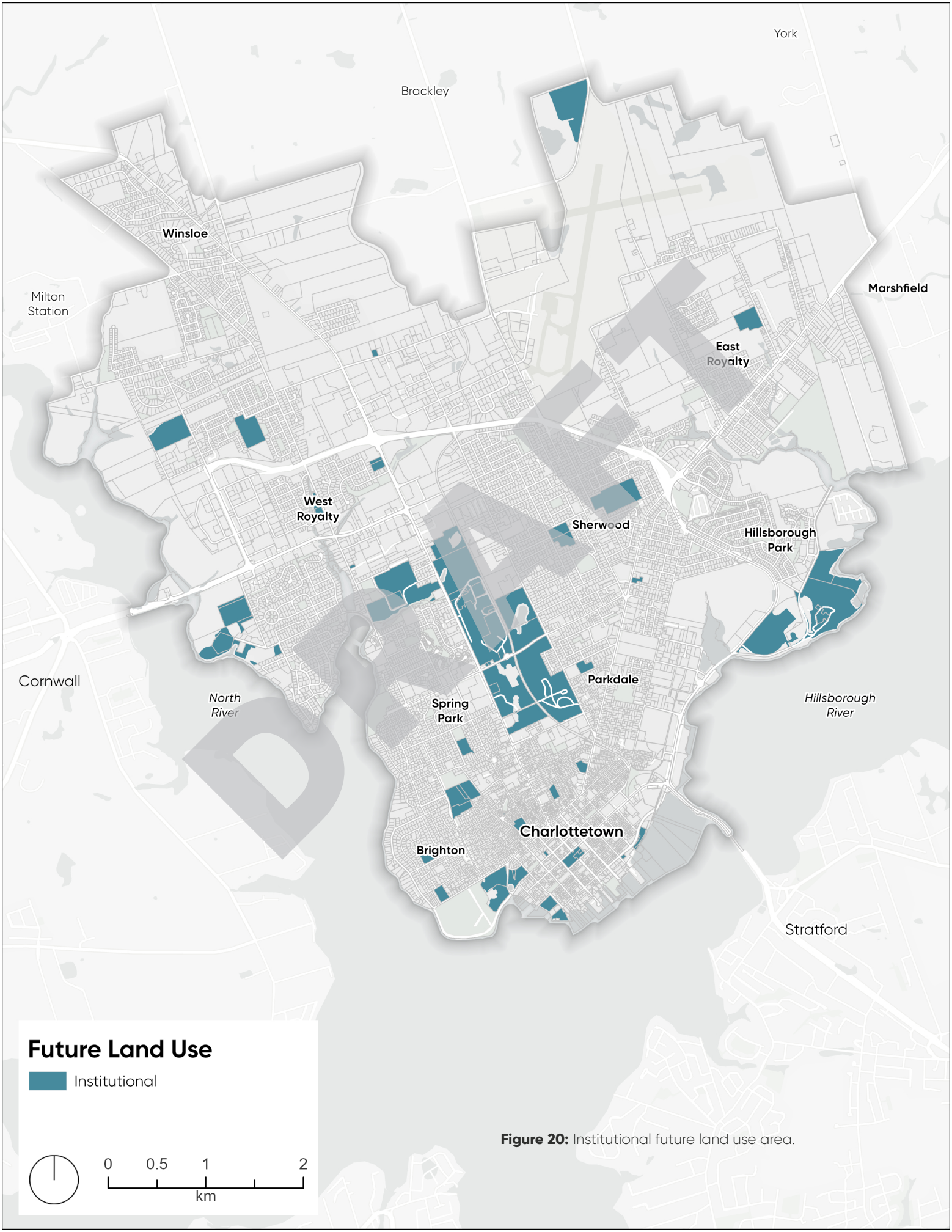


Figure 20: Institutional future land use area.

POLICIES

a) Permit major government administration offices, government agencies, education and recreation facilities, non-profit organizations and any types of land uses operated by the Mi'kmaq of Epekwitk in the Institutional designation.

b) Preserve Institutional lands to be available for future growth and expansion of educational and community uses.

c) Work with community and social organizations that offer resources, support, and facilities focusing on Charlottetown's vulnerable populations to understand their spatial needs and any barriers they face in the land use planning system.

d) Balance community and social supports, like educational, health care, and social services throughout the community with a concentration in the Downtown.

CITY INITIATIVES

e) Apply the Institutional designation to lands that are fully owned and operated by government or non-profit organizations.

f) Establish an Institutional Zone in the Zoning and Development Bylaw to permit land uses for various government administration offices, government agencies, public education and health facilities, non-profit organizations and any types of land uses operated by the Mi'kmaq of Epekwitk.

g) Allow Institutional development in any other Zone of the Zoning and Development Bylaw subject to the requirements of that Zone.

h) Improve access to institutional lands by active and public transportation, and support institutions to build active transportation networks within their sites.

i) Provide guidance and other forms of support where possible to encourage institutional land owners and stewards to maintain or restore green spaces such as tree canopies and riparian zones within their properties.

DRAFT



3.2.9 Parks & Public Spaces

Charlottetown's parks and public spaces provide residents with opportunities to play, relax and socialize. Notable parks include Victoria Park, Downtown's historic Rochford Square, Connaught Square, Hillsborough Square, and King Square, the newer Joseph Ghiz Park and a range of neighbourhood parks.

Public spaces can take on various forms, and in Charlottetown exist within a hierarchy of parks, open spaces, mobility corridors, natural areas, playgrounds, event venues, and sports fields. For instance, the Confederation Trail is a linear public space of great extent and utility to residents of Charlottetown. Similarly, the Wright's Creek Recreation Area and trail is an important historical and recreational area. Privately owned non-profit spaces, like the Belvedere Golf Club, also fit under the designation. Lastly, neighbourhood and local parks serve the immediate needs of residents and are within a short distance from their home.

Parks and public spaces are important attributes of Charlottetown that allow for more than just recreational opportunities. They are also places that allow social interactions to occur, support human well-being, and provide environmental benefits and make the city an attractive place to live for humans and wildlife including air and water purification, climate regulation, carbon sequestration, and the provision of wildlife habitat and resources. The policies in this chapter support the expansion and provision of a well-connected parks and open space system throughout the city.

OBJECTIVES

It is an objective of the Official Plan that the City:

- Continue to establish a network of parks, recreational facilities and open spaces of various types and sizes that provide a wide range of recreational and leisure opportunities to meet the needs of existing and future residents.
- Encourage the protection, management and enhancement of all areas of recreational value.
- To maintain and expand the environmental benefits provided by parks and open spaces.
- Provide connectivity throughout the city by strategically expanding the mobility network, filling gaps, and leveraging existing parks and public spaces.
- Provide safe and convenient access to parks within a five-minute walk of all dwellings.

Passive versus Active Recreation

Passive recreation occurs in parks and natural areas and requires minimal facilities or programming. Examples include walking, cycling, running and other informal activities. Active recreation, most often sports, require equipment and facilities to perform.

DRAFT

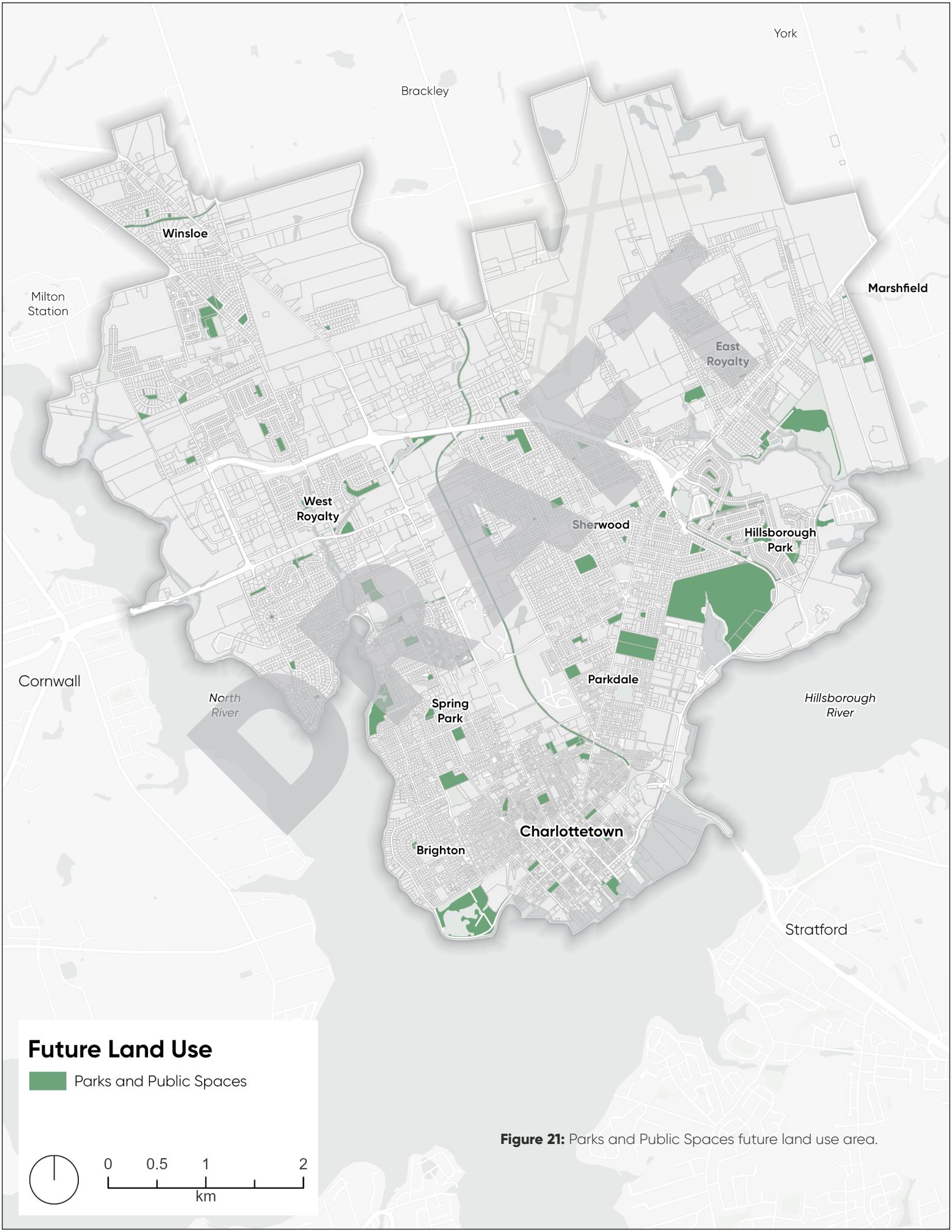


Figure 21: Parks and Public Spaces future land use area.

PARK DESIGN POLICIES

a) Undertake strategic planning to activate the waterfront through:

- organizing events and activities
- capital investments to improve swimming and other recreational infrastructure
- encouraging residents to engage with Charlottetown's beaches and waterfront areas by providing additional attractions for visitors and residents alike to enjoy this asset

b) Design parks to ensure visibility and safety, according to Crime Prevention Through Environmental Design (CPTED) principles.

c) Design all parks and public spaces to be universally accessible.

d) Create a well-connected and comprehensive parks and public space system that includes a mix of park types and sizes across the city to support a range of active and passive recreational activities for all ages and users.

e) Support the development and implementation of detailed plans for major parks and monitor ongoing programming for alignment with changing user-needs.

f) Design parks and public spaces with maintenance and sustainability in mind, prioritizing the use of native plants and naturalized landscapes.

PARK NETWORK POLICIES

g) Provide neighbourhood and local parks within a five-minute walk of residents.

h) Connect parks and public spaces through an integrated and expanded trail, sidewalk and pathway network.

i) Work with public and private partners to improve trail and park connectivity throughout the Charlottetown region through land dedication, public rights-of-way, and easements.

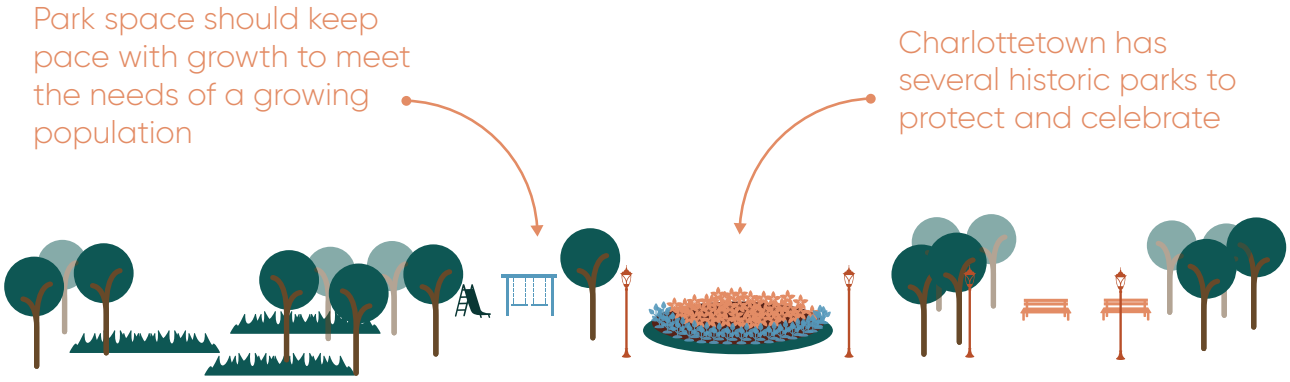
j) Accommodate private non-profit open space recreational facilities within this designation.

PARK ACQUISITION & ALLOCATION POLICIES

k) Prioritize parkland acquisition in areas of greatest need, considering existing and proposed population densities and accessibility to neighbourhoods.

l) Utilize cash-in-lieu provisions of Zoning Bylaw to reduce fragmentation of parkland and to create large parks near areas of high population density.

DRAFT



m) Prioritize expanding public access to the waterfront.

n) Require parkland dedications for all subdivisions of six or more lots and prioritize the acquisition of public coastline through this mechanism.

o) Reinvest the proceeds from disposition of parkland in the acquisition or capital development of parkland.

p) Work with the development community to locate parks effectively in the community to ensure they are accessible, support a connected open space system, and are centrally located.

q) Investigate opportunities to provide additional parks and open space through innovative approaches to stormwater management.

r) Integrate the site and landscape design of community spaces with the surrounding streetscape and area to facilitate public access, walking connectivity and visual cohesion.

HISTORIC PARK POLICIES

s) Ensure that Downtown parks with historic significance remain essentially unaltered. Changes must only occur where these would result in notably improving the celebration of historic aspects, as advised by qualified heritage and landscape architecture professionals. This policy relates specifically to:

i) Rochford Square

ii) Connaught Square

iii) King Square

iv) Hillsborough Square

v) Queen Square

vi) The street block surrounding the Province House National Historic Site

t) Preserve historic parks and maintain the historic layout of the Downtown by improving the design and amenity on an ongoing basis.

CITY INITIATIVES

u) Apply the Public Spaces designation to publicly accessible lands of community value.

v) Establish a Parks and Public Spaces Zone in the Zoning and Development Bylaw to permit land uses and developments that generally serve the public.

w) Ensure that all existing parks and squares are identified and appropriately designated.

x) Create a zone for privately-owned open spaces, like golf courses, that identifies them as green spaces while acknowledging their private ownership and controlled access.

y) Build partnerships with institutions holding large public spaces, such as schools, hospitals, governments and universities, to coordinate design for mutual benefit and maximize the public use of these facilities.

z) Prepare a new Parks and Recreation Master Plan as a guideline document to complement this Official Plan.

DRAFT

3.2.10 Natural Areas

The preservation and enhancement of natural areas is important to the citizens of Charlottetown. The Municipal Natural Asset Inventory describes the natural areas within the city in six categories including agricultural land, forests, grassland, shrub land, water and wetlands. Most of the natural areas in the city are concentrated along its edge and waterbodies.

Natural Areas provide important habitat for marine, freshwater and wildlife species. Ensuring connectivity of natural areas enhances biodiversity. Natural processes also help support key functions such as flood control, mitigating against heat islands, and recharging and filtering groundwater.

Charlottetown is growing, and with this growth comes additional pressure to develop environmentally sensitive natural areas and areas susceptible to hazards caused by extreme weather events and climate change. Natural Areas need to be protected from development to ensure the continued protection of habitat and functioning of ecosystem services.

The policies in this chapter are intended to support the conservation and expansion of Natural Areas.

OBJECTIVES

It is an objective of the Official Plan that the City:

- Add, preserve, enhance, expand, and connect natural areas and environmental functions.
- Manage natural areas at the watershed scale through integrated watershed management.
- Maintain public accessibility to natural areas along watercourses and the shoreline.
- Make room for dynamic natural processes.
- Provide areas of natural habitat and wildlife corridors for the purpose of supporting native biodiversity, carbon sequestration and the protection of water resources.
- Account for, connect, and protect wildlife corridors and habitats.

Environmental Impact Statement

A document that outlines the potential impacts of a proposed development on the natural environment wildlife and proposes mitigation measures if necessary.

DRAFT

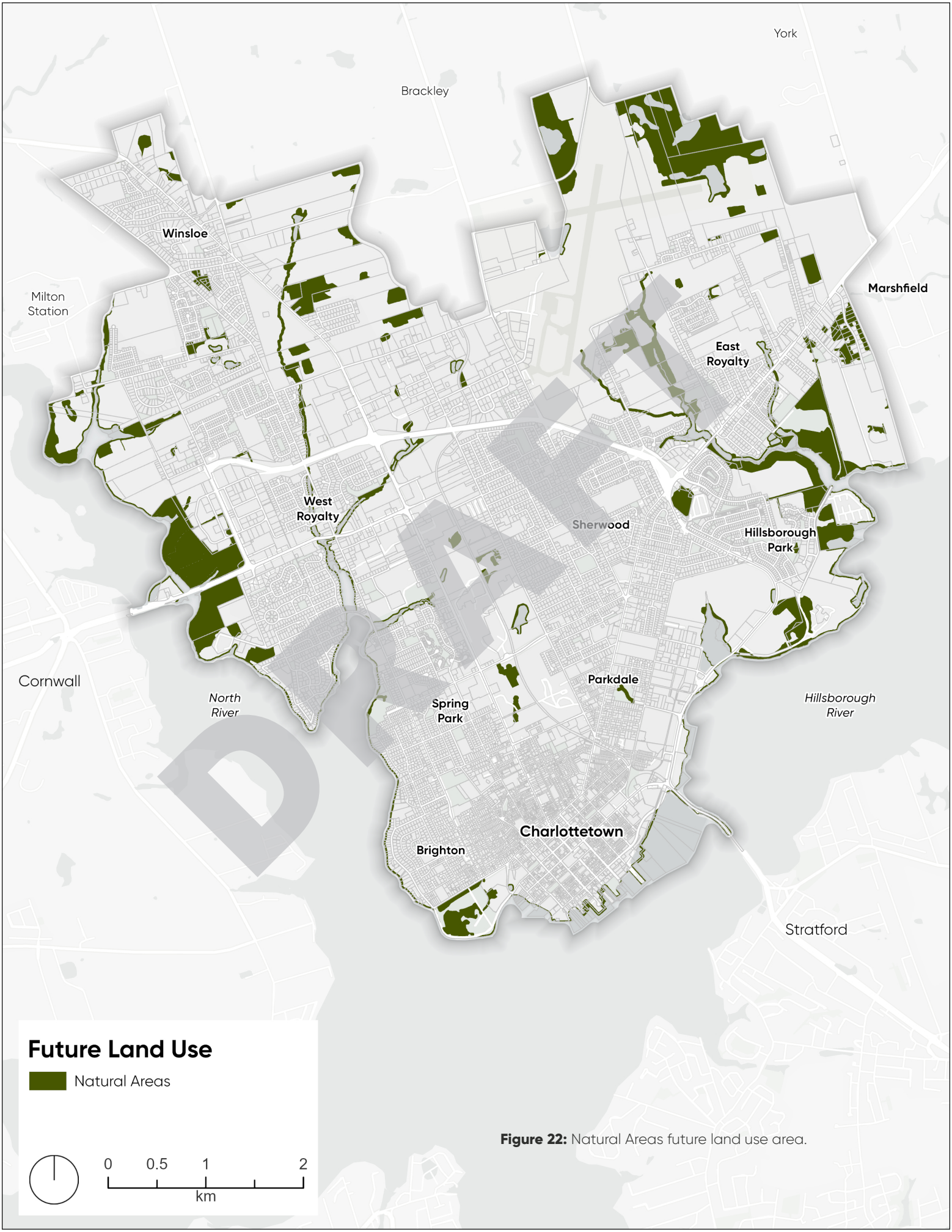


Figure 22: Natural Areas future land use area.

POLICIES

a) Protect natural shorelines and remediate altered areas to enhance the natural adaptive capacity of the shore with respect to coastal flooding, sea-level rise, and severe storm events.

b) Prioritize natural area protection to maintain stormwater retention capacity.

c) Maintain and enhance Natural Areas to provide water infiltration and groundwater recharge.

d) Encourage the use of green infrastructure and nature-based solutions for stormwater management and shoreline erosion mitigation.

e) Enhance buffer zones and support tree planting programs in natural areas adjacent to development with extensive hard surfacing.

f) Increase the urban tree canopy through development regulations and tree-planting programs.

g) Incorporate tree protection and/or planting requirements in new development.

h) Update the Zoning and Development Bylaw with policies intended to increase the urban forest coverage.

i) Maintain existing connectivity and address gaps in connectivity between Natural Areas to provide passive recreation opportunities and wildlife corridors.

j) Development and site alteration within fish habitat or the habitat of endangered or threatened species shall not be permitted, except in accordance with Provincial and Federal requirements.

k) Protect existing healthy, mature vegetation from development, and incorporate this vegetation into the design and development of the site.

l) Where Natural Areas are disturbed without permission by development, the Natural Areas shall be restored, at the developer's expense, using native and non-invasive species that are resilient to climatic impacts.

DRAFT

Coastal cities need to consider shoreline protection, flood mitigation, and environmental health

Hurricane Fiona has damaged Charlottetown's tree canopy and effort is needed to restore and grow it.



m) Require through the Zoning and Development Bylaw the preparation of an Environmental Impact Statement (EIS) for any new development that, in the City's judgment, could have a significant environmental impact on the land, water, or air (including noise).

n) Update the Zoning and Development Bylaw with Environmental Impact Statement regulations.

o) Adopt a range of Zones in the Zoning and Development Bylaw that have the goal of preserving ecologically sensitive areas, protect from development in flood-prone areas, protect natural water resources or maintain natural corridors.

p) Limit land uses in the Natural Area System to the following:

i) Existing uses, buildings and structures, and the replacement of buildings or structures damaged by fire or other natural disasters.

ii) Passive recreational uses such as trails, benches, lookouts; and

iii) Conservation and restoration activities.

q) Update the Zoning and Development Bylaw to establish conservation areas.

r) Direct development to areas outside of the Natural Area and identified hazard areas.

s) Reduce the amount of unnecessary impermeable areas surrounding natural areas.

t) Prioritize the protection of high-value natural assets such as old hardwood stands, wetlands, or wet areas.

u) Balance natural area protection with development and economic opportunity to maintain natural area connectivity with the open space system.

v) Expand the amount of City-owned Natural Areas, wherever possible.

w) Adhere to the Province's 15 metre buffer around watercourses.

x) Encourage buffer zones around watercourses that are larger than 15 metres, where feasible.

Green Infrastructure

Natural approaches to addressing urban and climate challenges such as stormwater, heat stress, and air quality through natural interventions. These include things such as bioswales to slow stormwater absorption, urban farming to address food insecurity, or urban forestry to reduce the urban heat island effect.

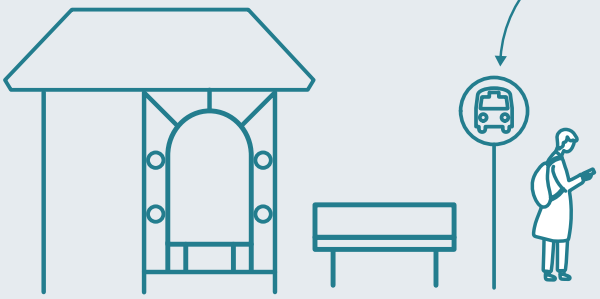
Nature-Based Solutions

Sustainable management and use of natural features and processes to tackle challenges such as climate change, water security, water pollution, food security, human health, biodiversity loss, and disaster risk management.

DRAFT

3.3 Transportation

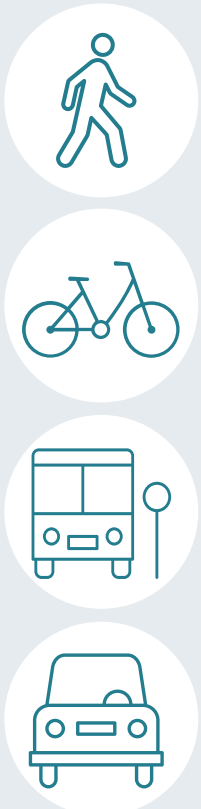
Safe, comfortable, and efficient transit, cycling, walking, goods movement, and driving networks support accessibility and flexibility.

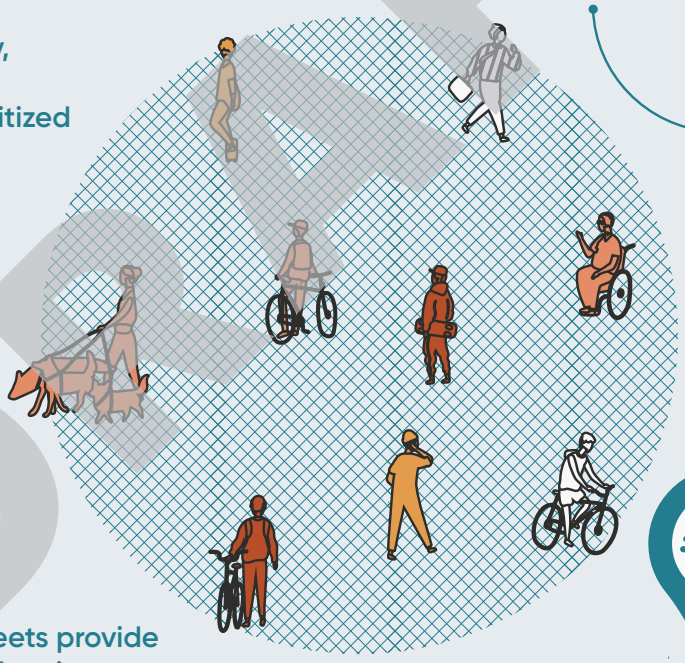


Transit is an affordable form of mobility and when paired with nearby affordable housing it supports overall affordability

Active transportation (human powered movement like cycling, wheeling, and walking) infrastructure like pathways, sidewalks, and bicycle lanes provide mobility choice for the people of Charlottetown

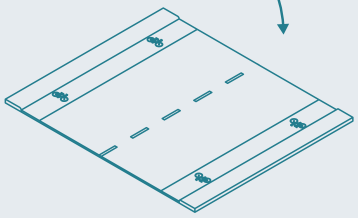
Pedestrian safety, accessibility, and comfort are prioritized







Complete streets provide space for pedestrian comfort, bicyclists, drivers, and transit





DRAFT

TRANSPORTATION

The transportation network connects people throughout the city and beyond. New technological developments are expected to significantly impact how we move and use transportation over the next 15 years.

The transportation network in Charlottetown supports the movement of people and goods through active modes, transit, air, sea, and vehicle. The continued growth of the city will require the balanced enhancement and expansion of all modes of transportation.

Within residential communities and the 500 Lot Area, enhancing and expanding active modes for walking and cycling should be the priority. In employment areas including the airport and seaport, goods movement should be balanced with the movement of people.

Overall, the intent of the policies in this chapter are to provide for the efficient movement of people and goods.

OBJECTIVES

It is an objective of the Official Plan that transportation policy:

- Provide an efficient and effective transportation network for the movement of people and goods.
- Improve overall active transportation connectivity and safety.
- Reduce greenhouse gas emissions from transportation by improving modal choice.
- Accommodate for and encourage the increased use of public transit.
- Build resiliency into transportation networks for advancements in technology.
- Maximize the use of existing transportation assets and services before new infrastructure is extended to undeveloped areas.

DRAFT

Active Transportation

Any human-powered mode of transportation such as cycling, walking, using a wheelchair or other mobility aid, skiing and skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel.

3.3.1 Regional Mobility

Transportation networks, facilities, and infrastructure do not exist in isolation – decisions made about Charlottetown's mobility network can impact its neighbours, and the opposite is equally true. Regional collaboration allows all in the capital area to act strategically when investing in transportation networks, ensuring goals and objectives are aligned with Federal and Provincial partners. By ensuring advocacy and major projects are aligned across jurisdictions, Charlottetown and the entire region stand to benefit from more strategic transportation planning and a higher likelihood of infrastructure investment from senior levels of government.

POLICIES

a) Provide input into the planning of Provincial and Federal transportation facilities and services in alignment with the policies of this Official Plan.

b) Work with neighbouring municipalities (i.e. Stratford and Cornwall), the Federal and Provincial governments, and service providers towards the coordination and improvement of public transit service. Priority should be given to connecting employment areas, areas with residential density, and major institutions throughout the day and week.

c) Consider ongoing operating and maintenance costs in the approval process for transportation infrastructure projects.

d) Support the movement of goods and services by air, sea and truck through the design and maintenance of goods movement corridors.

e) Investigate opportunities to support a logistics hub near the airport to support more efficient and environmentally friendly last-mile delivery.

f) Develop and support efficient inter-modal connections between air, sea and highway.

g) Reduce transportation emissions through continued investment in the active transportation network, encouraging electric vehicle ready buildings and expanded regional transit options.

h) Establish a regional active transportation committee to coordinate regional and provincial active transportation planning.

DRAFT

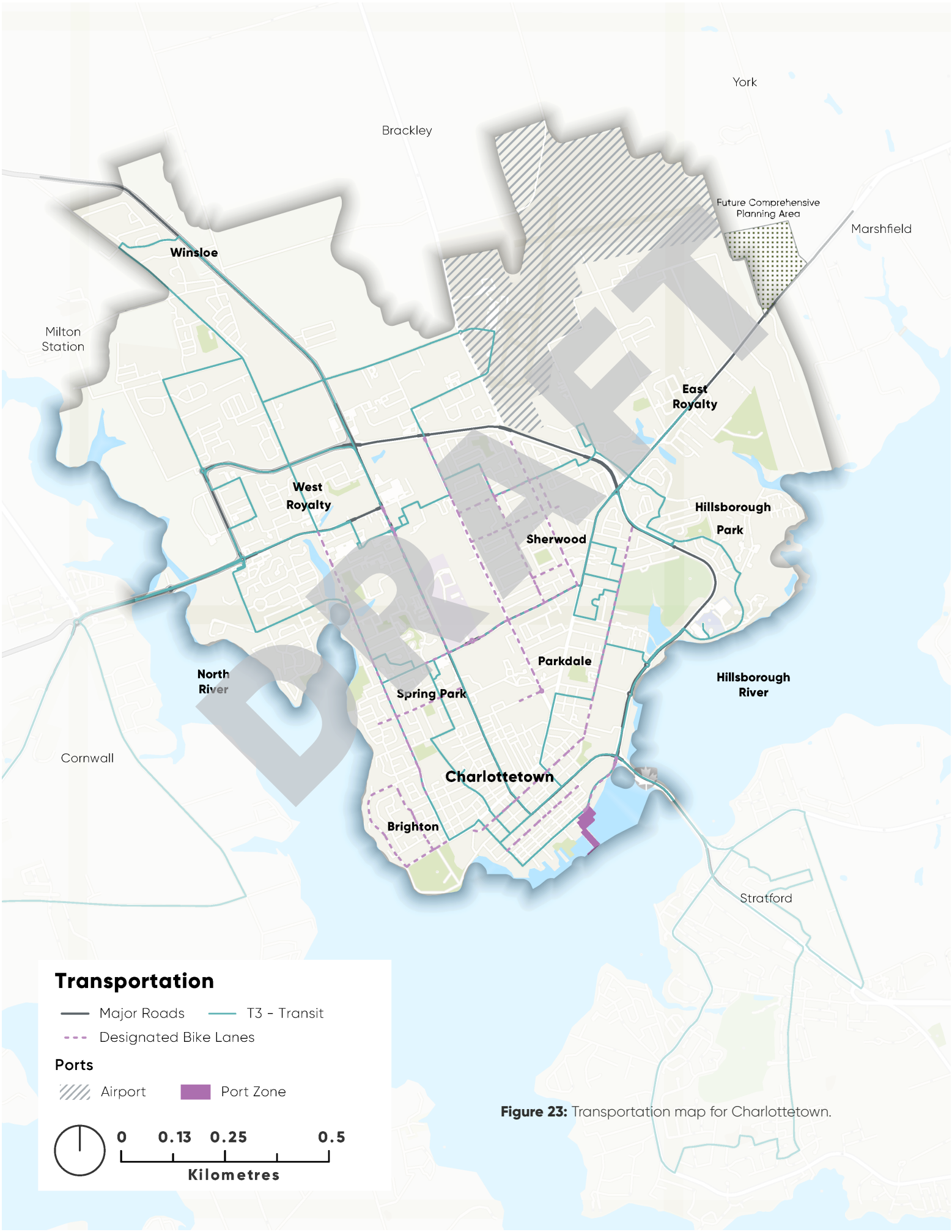


Figure 23: Transportation map for Charlottetown.

3.3.2 Mobility Network Design

Design and investment in the mobility network must be intentionally planned so that improvements to the network address strategic goals. These include prioritizing active modes and public transit, accommodating all mobility choices throughout the city, and ensuring future growth is well-informed by appropriate studies and monitoring.

POLICIES

a) Design the mobility network to be available throughout the year for all ages and abilities.

b) Determine the priority of transportation modes in a given location by the adjacent land uses and the movement of goods and services.

c) Give pedestrians and cyclists the highest priority in the design and operation of the mobility network in the 500 Lot Area through comfortable sidewalk environments, protected bike lanes and safe and frequent crossings.

d) Prioritize the expansion of active mobility networks to allow for safe, convenient and active travel between Nodes, along Corridors, to the Downtown and in-between other local mixed-use areas.

e) Establish design standards for active transportation infrastructure.

f) Design intersection upgrades to accommodate pedestrian and cycling modes, separated from automobile traffic.

g) Design sidewalk, pathway, and trail systems to connect parks, open spaces, and destinations with each other. Prioritization should be determined through the City's relevant active transportation plan.

h) Integrate new investments in the mobility network with land use planning decisions, integrating pedestrian and cycling infrastructure in areas of residential density, popular destinations, concentrations of services, and areas of employment.

i) Recognize the role of highways and arterial roads as vehicular thoroughfares while ensuring that they do not present undue barriers or obstacles to pedestrians and cyclists.

j) Work to ensure highways and arterial roads are designed to contribute towards the urban fabric.

DRAFT

k) Design collector and local roads to incorporate pedestrian and cycling infrastructure that improves safety for active uses.

l) Investigate opportunities to improve pedestrian and cyclist safety by reducing speed limits and/or design speeds on collector and local roads.

m) Design new communities with a high degree of connectivity for all modes of travel.

n) Endeavor to solicit parties interested in operating micromobility services in Charlottetown, such as bikeshares, e-bikes, scooters, and other forms of human-assisted transportation.

o) Require multi-modal Traffic Impact Assessments or Studies for planning and development applications if one or more of the following criteria are met for a land development application:

i) The development may generate 100 or more new trips during at least one peak hour of the adjacent roadway or development site.

ii) The development may generate traffic that could cause critical movements at nearby signalized intersection(s) to operate beyond acceptable thresholds.

iii) The development proposes direct access to a major collector or arterial street.

iv) The development may trigger the need for a traffic signal or roundabout.

v) The development is in an area with significant existing traffic congestion or significant anticipated growth.

vi) The development may cause adverse safety impacts to the network.

p) Invest in Intelligent Transportation Systems to monitor and improve the mobility network.

q) Investigate opportunities to reduce or eliminate minimum parking requirements for some or all zones, allowing the market to determine appropriate parking supply needs.

r) Develop a mobility plan for Charlottetown that integrates both an active transportation plan and public transit.

DRAFT

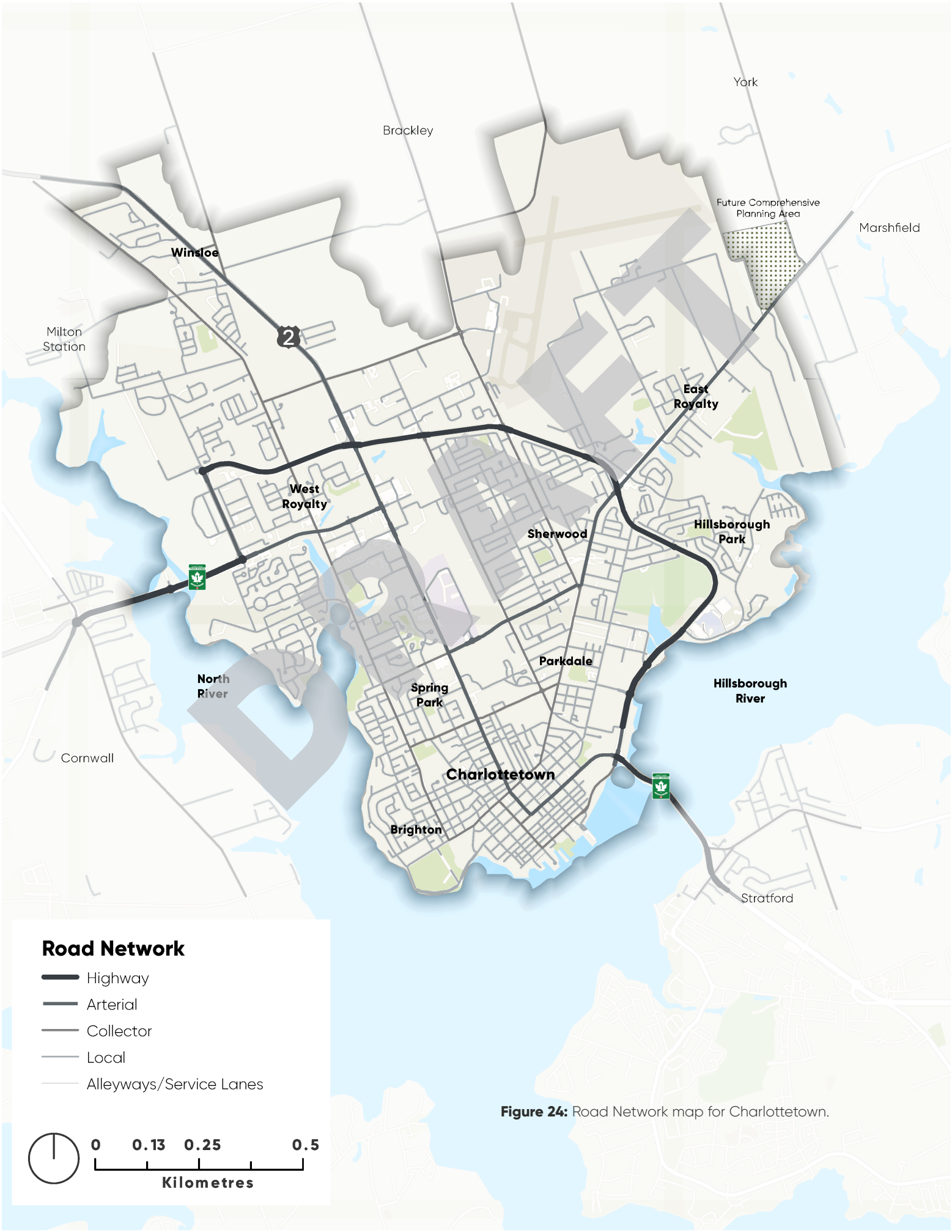


Figure 24: Road Network map for Charlottetown.

s) Implement the West Royalty Commercial Area Transportation Master Plan, which recommends the following interventions.

A) By 2031 (see image to the right):

i) Widen Capital Drive to four lanes from Lower Malpeque Road to Malpeque Road;

ii) Widen Malpeque Road southbound from the Bypass to Capital Drive;

iii) Extend Spencer Drive from the Confederation Trail to Mount Edward Road;

iv) Realign the road along the Cineplex Cinema with the Superstore Aisle;

v) Upgrade the Spencer Drive & Babineau Avenue intersection to signal control;

vi) Extend Irwin Drive, Saint Dunstan Street, and Babineau Avenue into the SDU lands;

vii) Reconfigure the Capital Drive & Lower Malpeque Road intersection;

viii) Reconfigure the Capital Drive & Malpeque Road intersection; and,

ix) Reconfigure the Capital Drive & Bypass Highway intersection.

B) By 2041 (see image to the right):

x) Widen Spencer Drive to four lanes from Malpeque Road to Mount Edward Road;

xi) Extend the road network into the SDU lands;

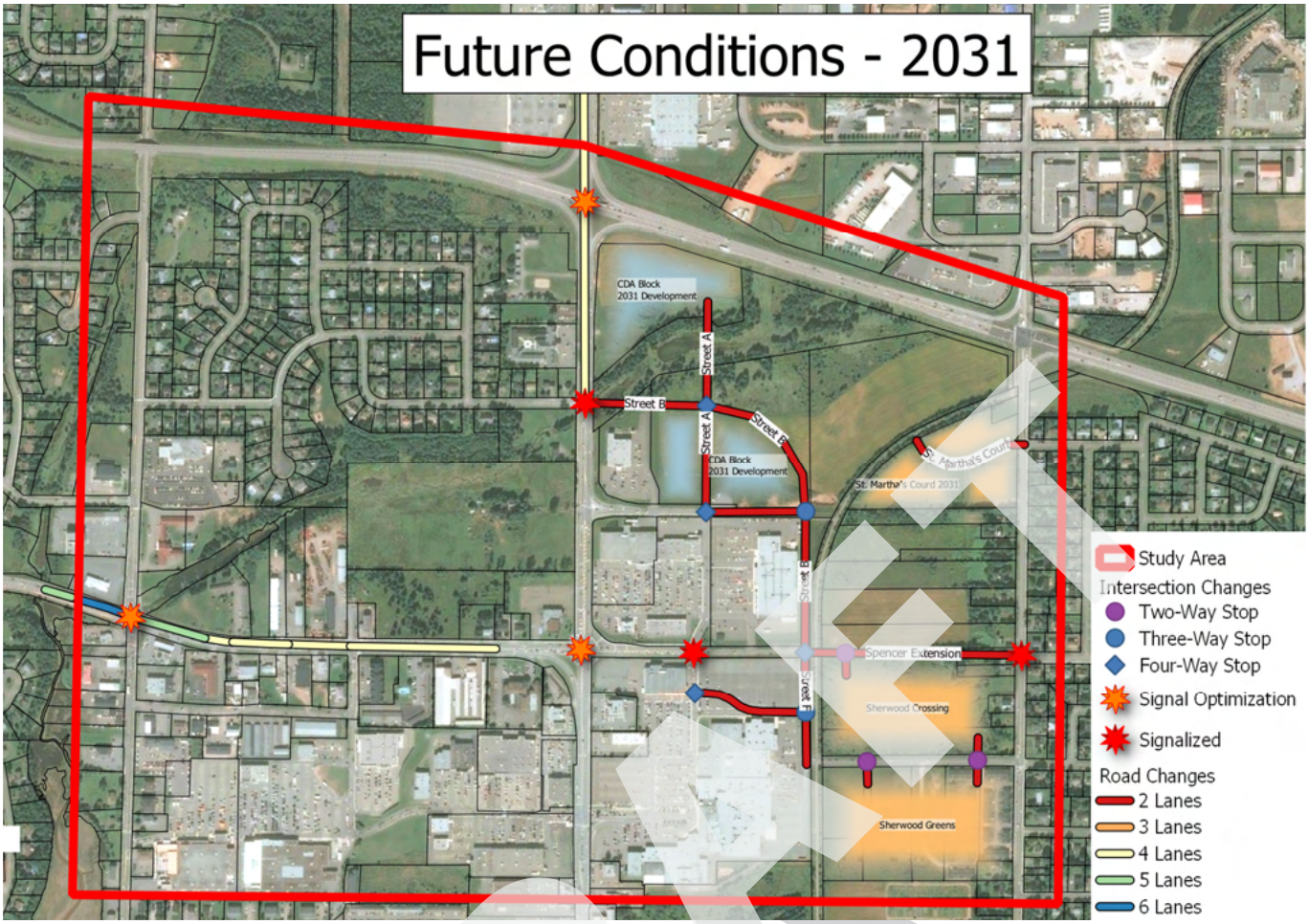
xii) Extend Rhynes Drive and connect to Saint Dunstan Street;

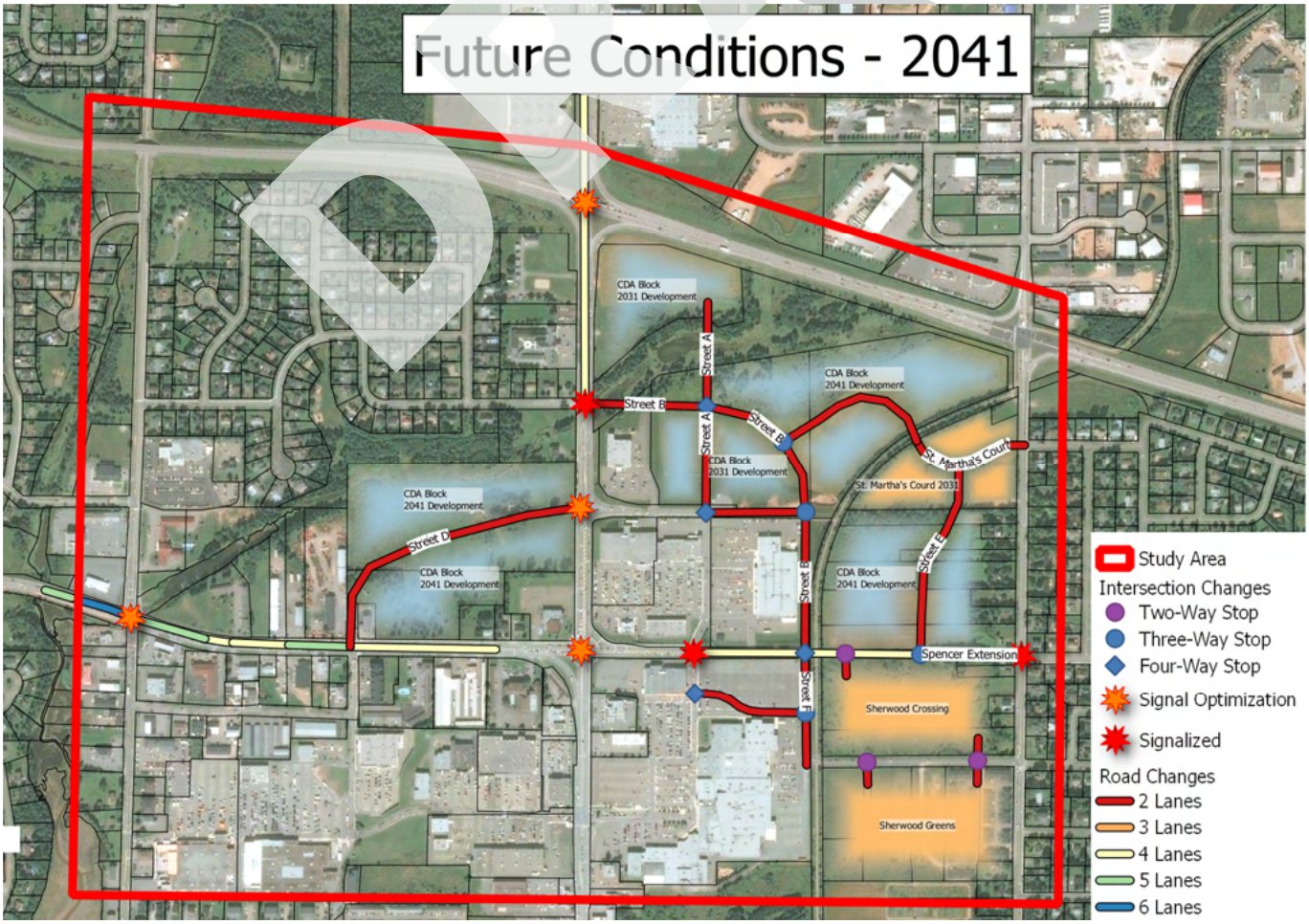
xiii) Upgrade the Spencer Drive & Confederation Trail intersection to signal control;

xiv) Optimize and coordinate signal timings along Capital Drive, Malpeque Road, and Spencer Drive.

DRAFT

Figure 25: (Facing page) The West Royalty Commercial Area Transportation Master Plan future conditions.

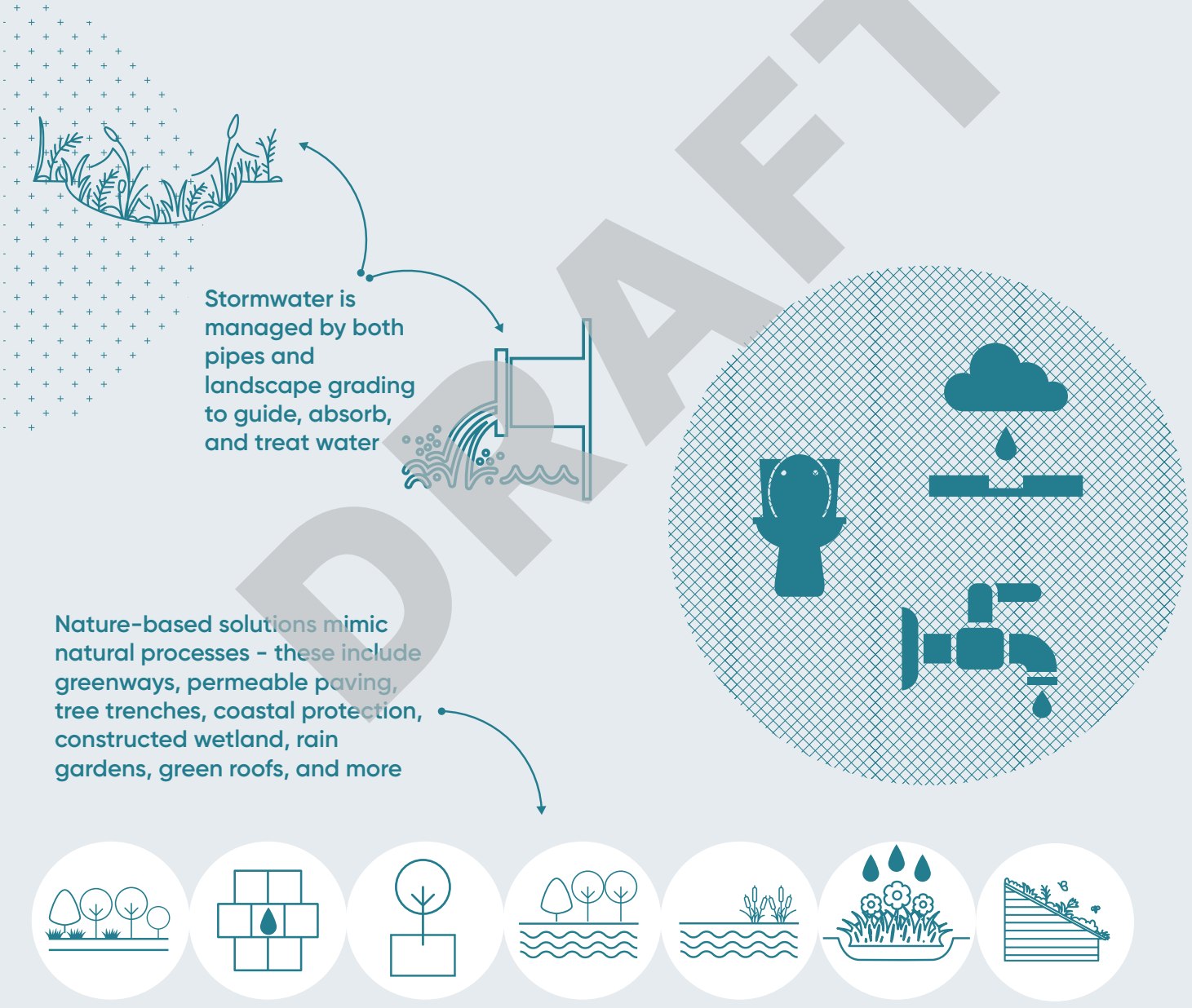

Future Conditions - 2031
CDA Block 2031 Development
Street A
Street B
Street C
Street E
Street F
St. Martha's Court
St. Martha's Court 2031
Spencer Extension
Sherwood Crossing
Sherwood Greens
Study Area
Intersection Changes
Two-Way Stop
Three-Way Stop
Four-Way Stop
Signal Optimization
Signalized
Road Changes
2 Lanes
3 Lanes
4 Lanes
5 Lanes
6 Lanes


Future Conditions - 2041
CDA Block 2031 Development
CDA Block 2041 Development
Street A
Street B
Street C
Street D
Street E
Street F
St. Martha's Court
St. Martha's Court 2031
Spencer Extension
Sherwood Crossing
Sherwood Greens
Study Area
Intersection Changes
Two-Way Stop
Three-Way Stop
Four-Way Stop
Signal Optimization
Signalized
Road Changes
2 Lanes
3 Lanes
4 Lanes
5 Lanes
6 Lanes

DRAFT

3.4 Servicing Infrastructure

Underground servicing keeps our city running, requiring a thoughtful approach to maximize the use of existing infrastructure and ensure sustainable growth.



DRAFT

SERVICING INFRASTRUCTURE

Charlottetown's servicing infrastructure is critically important to the city's everyday functioning. From drinking water to wastewater to stormwater management, we touch servicing infrastructure multiple times every day.

The careful planning of water, sanitary, storm, electrical, gas and telecommunications networks supports an environmentally, socially and economically resilient city. Densifying existing areas and increasing the capacity of existing underground utilities is more cost effective than growing outwards.

Overall, the intent of the policies in this chapter is to provide for the efficient development and use of servicing infrastructure throughout the city.

OBJECTIVES

It is an objective of the Official Plan that servicing infrastructure policy:

- Provide safe and reliable water, wastewater, and stormwater servicing infrastructure.
- Build resiliency into servicing networks.
- Maximize the use of existing services before new infrastructure is extended to undeveloped areas.
- Appropriately manage and maintain existing servicing infrastructure assets.

DRAFT

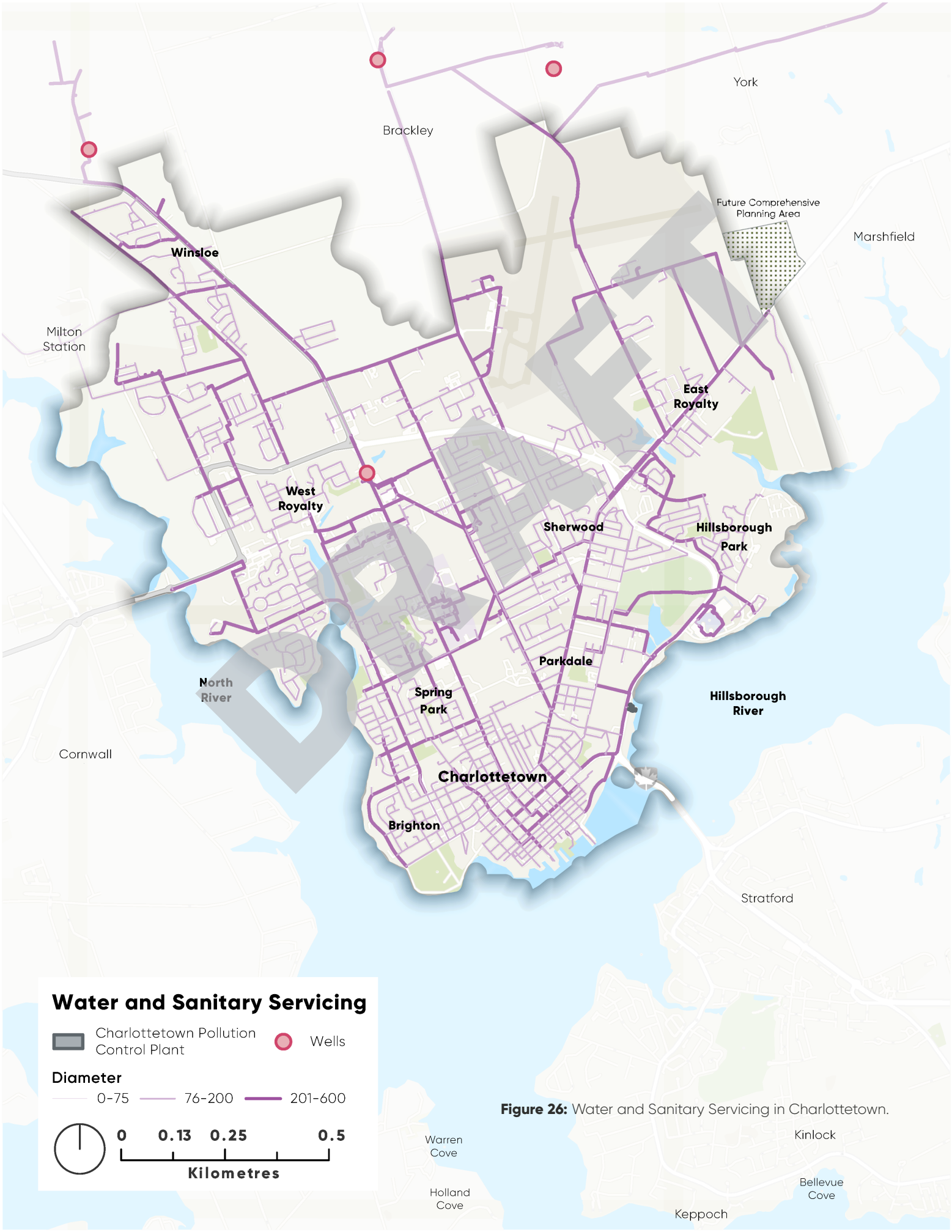


Figure 26: Water and Sanitary Servicing in Charlottetown.

3.4.1 Water and Sanitary

Infrastructure servicing is the backbone of Charlottetown, and a core business of the City. With over 310km of water distribution pipes and 279km of sanitary pipes, it is essential to properly plan for and invest in this critical infrastructure. Infill development on serviced streets will promote a more efficient and cost-effective service delivery across the city.

POLICIES

a) Recognize existing private servicing systems, but require new development to connect to the municipal water and wastewater system.

b) Plan for full build out of the City's infrastructure when development and system expansion projects are reviewed.

c) Support and implement the recommendations of water and sanitary system master plans adopted by the City.

d) Prioritize new servicing capacity to existing urban areas and the highest priority growth areas identified in this Official Plan (refer to 3.1 Growth Strategy).

e) Require the costs for municipal service extensions and expansion to be borne by those who benefit.

f) Review applications to amend the Zoning and Development Bylaw through the lens of whether a development contributes to better utilization of existing municipal servicing infrastructure or not.

g) Plan, design, and construct new utilities to minimize their impact on the natural environment and heritage resources and mitigate against the impacts of climate change.

h) Adapt existing infrastructure and services to respond to climate change through innovative technologies and design.

i) Coordinate with utility providers during the planning, design, and construction of utilities to coordinate resources and improve efficiency.

j) Protect and re-naturalize lands in the wellfield protection zones, where possible, in alignment with existing management plans.

DRAFT

Priority Growth Areas

Growth areas are prioritized throughout Charlottetown, primarily along Corridors and within Nodes. They are indicated on the Growth Areas map.

3.4.2 Stormwater

Retaining and slowing the movement of stormwater through the system will contribute to improved groundwater recharge and reduced output into the marine environment. To reduce vulnerability to intensive, heavier rainfall events, as is expected under a changing climate, stormwater management plans that accommodate both overland and storm pipes need to be planned at the neighbourhood scale, ahead of new development.

POLICIES

a) Plan for a full build out of a catchment area when determining capacity requirements of the City's stormwater infrastructure.

b) Protect naturally occurring retention areas from development and promote on-ground stormwater systems such as swales to reduce capacity load on stormwater infrastructure.

c) Encourage the use of green infrastructure and nature-based designed solutions to reduce the impact of development on the natural environment by retaining stormwater and promoting groundwater recharge.

d) Encourage the naturalization of stormwater easements through neighbourhoods to prevent the restriction of flow in drainage swales caused by property-scale alterations (i.e., regrading, landscaping, accessory structures, etc.).

e) Design stormwater infrastructure to accommodate an increase in extreme precipitation events.

f) Support and implement the recommendations of the Stormwater Management Master Plan adopted by the City.

g) Promote rainwater harvesting and reuse to enhance water conservation.

h) Coordinate stormwater management with watershed management plans developed by local watershed groups to promote enhancement of buffer zones in catchments and stormwater outflow.

i) Plan, design, and construct stormwater management and treatment infrastructure to minimize impact on the natural environment and heritage resources, and mitigate against and adapt to the impacts of a changing climate.

j) Design and locate stormwater infrastructure to be publicly accessible and integrated with City-owned facilities and amenities.

k) Minimize the impact of stormwater generation of natural drainage course by requiring developers bear the cost of any necessary surface run-off remediation initiatives.

DRAFT

3.4.3 Utilities

Shallow utilities like gas, electricity, and telecommunications infrastructure require careful consideration and appropriate proactive planning to ensure they are readily available throughout the city to all required users.

POLICIES

a) Extend shallow utilities servicing new development from existing serviced areas.

b) Require greenfield development to appropriately plan for and provide confirmation of the provision of shallow utilities alongside road construction.

c) Ensure that the provision of shallow utilities and shallow utility upgrades are utility and developer-funded.

d) Investigate opportunities to bury power lines when feasible in order to reduce the impacts of adverse weather conditions on critical utility infrastructure.

e) Buried infrastructure should be planned for to accommodate tree planting within the public right-of-way.

f) Work collaboratively with shallow utility providers to proactively identify major infrastructure upgrades and repair work, and seek to align construction projects to minimize costs and disruption to residents.

g) Locate new or upgraded shallow utilities away from flood-prone areas.

h) Encourage multi-use buildings that incorporate waste heat utilization.

i) Encourage mixed-use development and densities to support district energy systems.

DRAFT

4 SUBJECT AREA POLICY

This chapter provides policy direction organized by specific subject area. This high-level direction provides an initial framework to develop further additional subject-area specific strategies, bylaws, plans and studies, as required.

DRAFT



Subject Areas

Beyond land use-specific policies, the Official Plan also provides guidance and oversight for how the City will implement goals and objectives related to building a more livable, affordable, sustainable, and prosperous place for everyone to call home.

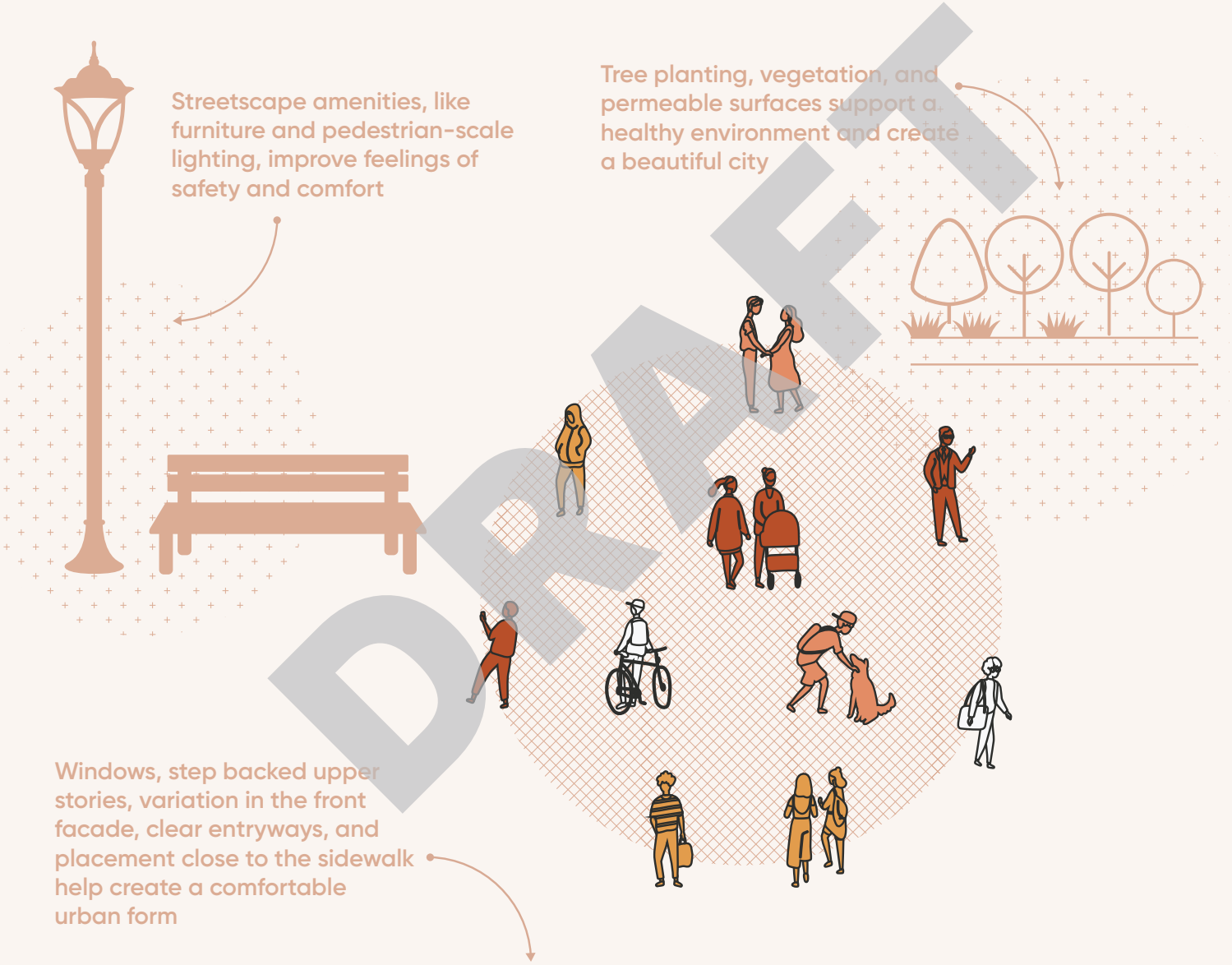
The seven subject areas included in this chapter cover a breadth of ways that Charlottonians experience their city, from its urban form to housing types and typologies to economic development and climate resilience. Looked at holistically, the Subject Areas chapter sets the course for an ever-improving Charlottetown.



DRAFT

4.1 Urban Form

Charlottetown is a beautiful city.
Guiding urban form will help new development maintain this high standard.



DRAFT

URBAN FORM

The form and scale of any city is central to its image, identity, and sense of place. In Charlottetown the 500 Lot Area is immediately evocative of the city's unique character and history. Over the past two hundred years, a built form motif has evolved leaving a positive imprint in the minds of both residents and visitors.

This established "look and feel" is a strength that makes Charlottetown a desirable place to live and work and is a core ingredient of the city's success. This aspect of Charlottetown's character should be strengthened and maintained through policies specifically addressing the relationship of buildings and properties with the public realm.

OBJECTIVES

It is an objective of the Official Plan that urban form policy:

- Create general urban design guidelines for the city.
- Establish a review function for new development in select areas of the city.
- Develop urban design criteria for conducting design review.
- Support visual environments of high aesthetic quality.
- Ensure that new development is harmonious with its surroundings.
- Incorporate accessibility into urban design.

DRAFT

Public Realm

Places and spaces that are shared by the public. This includes all public places, open spaces, and streetscapes.

4.1.1 Urban Form

Urban design approaches need to be tailored to area needs. The 500 Lot Area benefits from design guidelines to ensure new development respects its established urban form. Expanding this approach across Charlottetown will ensure a high quality urban form city-wide. High-profile locations for urban design considerations include:

- 500 Lot Area, including the Downtown
- Select waterfront areas including the 'Eastern Gateway'
- Nodes
- Corridors

Beyond these areas, some design control is required for streetscapes along busier thoroughfares, especially locations with commercial or mixed-use land uses. Mid- to high-density residential dwellings also benefit from specific design requirements.

POLICIES

a) Designate high-profile urban design areas (500 Lot Area, Waterfront, Nodes and Corridors) that will be subject to higher levels of urban design quality and design guidance.

b) Establish a design review process to apply to high-profile urban design areas.

c) Develop a tiered set of design guidelines, applying greatest rigour and specificity to high-profile urban design areas while also establishing core guidelines for all mid- to high-density developments.

d) Ensure design guidelines for all areas seek to promote development that achieves the infill and intensification objectives of the Official Plan while remaining harmonious with the local context.

e) Foster a mix of urban forms contributing to the creation of thriving neighbourhoods that cover a wide range of residents' daily needs.

f) Ensure public and private developments contribute to a high quality public realm in neighbourhoods where residential and commercial uses mix.

g) Establish a design review board and regulate its membership, duties, and function. Define the development characteristics to be reviewed and the procedures of the design review board.

h) Incorporate universal accessibility considerations into all design guidelines.

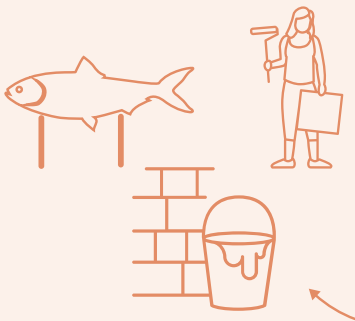
High-Profile Urban Design Areas

These are high use, dense and visible areas throughout Charlottetown that will benefit from more comprehensive urban design guidance. Specifically, they are the 500 Lot Area (including the Downtown), the waterfront (including the Eastern Gateway), Nodes and Corridors. These areas can be expanded to include key re-urbanization/brownfield sites that require a comprehensive approach to redevelopment.

DRAFT

4.2 Arts & Culture

Charlottetown is a creative and diverse community. Nurturing arts and culture will facilitate expression, inclusion, and innovation.

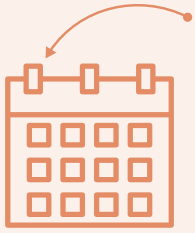


Public art is a high-quality work of temporary or permanent art, produced or overseen by a professional artist, that is accessible to the public and is either commissioned, acquired, or donated to the City

Public art can be integrated within the physical architecture or structure of a site, contribute to the unique identity of an area by responding to its immediate context, or be fully independent of its surroundings

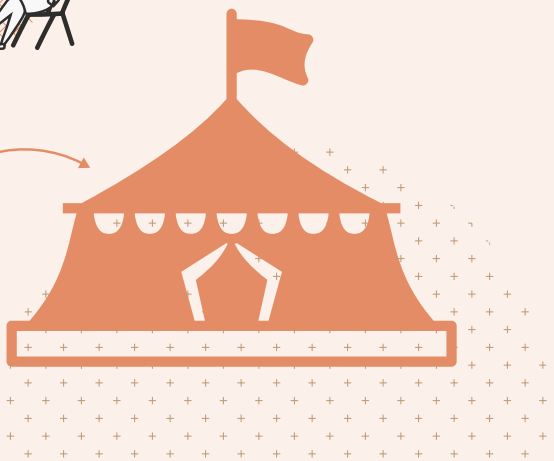


Supporting art, culture, festivals and events creates opportunities for residents to celebrate, appreciate and express themselves



Year round opportunities for community gathering, expression, and events enhance the quality of life of residents

The Charlottetown Event Grounds provide a space for large festivals and events



DRAFT

ARTS AND CULTURE

Arts and culture are woven into the very fabric of Charlottetown. The Charlottetown of today is a welcoming and warm place, rich in culture and artistic expression. Recognizing the cumulative impact and potential of these assets, the City has leveraged them into a substantial economic driver in its own right. Embracing its identity as an artistic city steeped in dynamic cultures and a profound past, Charlottetown residents have so much to share with each other and the world.

OBJECTIVES

It is an objective of the Official Plan that arts and culture policy:

- Commit to ongoing implementation of identified arts and cultural priorities.
- Expand the footprint of Charlottetown's arts and cultural events and activities for all seasons.

DRAFT



Image Source: Misterpiro

4.2.1 Arts & Culture

The arts hold tremendous potential to tell the stories of this place, empower people to express their ideas, and share the way we experience the city. Similarly, cultural activities, ways of being, and experiences provide a touch point for understanding who we are, what we value, and where we want to see the city go.

POLICIES

a) Promote the development of festivals and events with an emphasis on creating year-round activation and activities for residents and visitors alike to enjoy.

b) Work with community organizations and groups to implement grant programs to support arts, culture, and community organizations to activate communities and maximize the economic, social, and community impact of the arts.

c) Work with community organizations to identify ways to celebrate cultural diversity in Charlottetown such as festivals, public art, or other innovative and engaging ideas.

d) Create opportunities to celebrate Prince Edward Island's unique culture.

e) Develop a framework for supporting festivals and events that require temporary street closures or diversions.

f) Work with partners to promote innovation and growth in local creative industries to increase investment in the sector, maximize economic impact, and improve outcomes for artists.

g) Promote opportunities to better utilize the Charlottetown Event Grounds as a destination for celebration, the arts, and cultural activities.

h) Promote the installation of electrical and water connections in parks and public spaces to allow for cultural and music performances and festivals as well as community cooling and community gardens.

i) Implement the 2022 Public Art Plan and 2024 Cultural Policy and any successor plans and policies for public art and culture that may be developed.

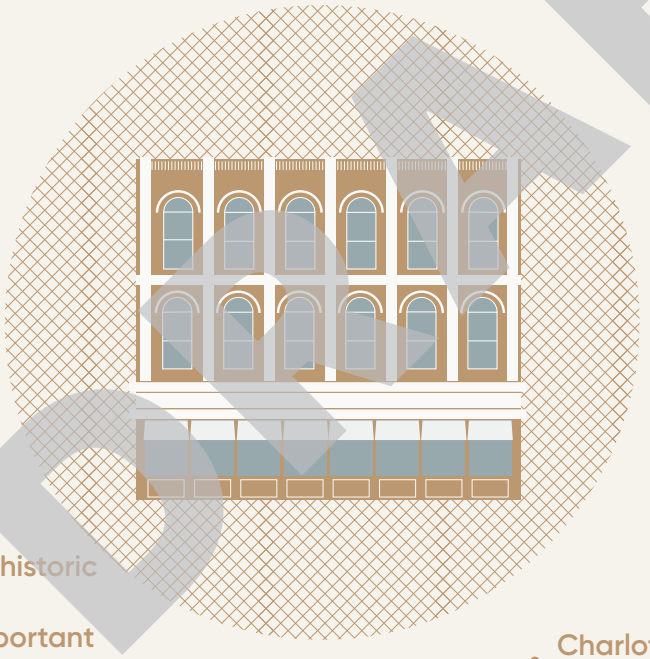
DRAFT

4.3 Heritage

The heritage within Charlottetown is present within the city's buildings, landscapes, public spaces, and stories we tell.



Charlottetown has an opportunity to share more histories, such as The Bog and the contribution of Black Islanders



Telling a longer and more complete history includes stories about historically underrepresented communities, particularly the contributions of Indigenous Peoples, Black Islanders, and newcomer communities

Maintaining a list of historic resources, cultural landscapes, and important sites helps cities protect their historic resources and share stories

Charlottetown's historic character is unique, beautiful, and valuable requiring a thoughtful and sensitive approach to growth and development



DRAFT

HERITAGE

As the birthplace of Confederation, and home to First Nations, including the Mi'kmaq of Epekwitk, for millennia, Charlottetown has borne witness to generations of stories, different ways of knowing this place, and a profound desire to preserve what makes it so unique. As the city continues to grow, it is important that Charlottetown finds new ways to tell all of its diverse stories while maintaining and protecting the heritage assets that already exist, including that of Black Islanders, Indigenous Peoples and the LGBTQIA+ community.

OBJECTIVES

It is an objective of the Official Plan that the City:

- Expand formal heritage identification efforts.
- Continue supporting heritage conservation and the recognition of Charlottetown's heritage assets.
- Recognize the balance required between fostering success in tourism and accommodating growth within the built heritage that makes Charlottetown such a desirable destination.

DRAFT



Image Source: City of Charlottetown

4.3.1 Built Heritage Identification

As our understanding of heritage and heritage value evolves, it is important that the language we use to describe heritage, and the methods we use to identify it, continue to evolve as well. The City is committed to modernizing its approach to heritage identification, creating greater clarity, consistency, and certainty for all community members involved in heritage.

POLICIES

a) Adopt the terminology used by the Standards and Guidelines for the Conservation of Historic Places in Canada to promote consistency and clarity when speaking about heritage (these definitions are included in Appendix A: Glossary)

b) Create a formal list of identified potential heritage assets. This initiative should span city-wide, recognizing that there is substantial built heritage, cultural heritage, and heritage landscapes that exist beyond the 500 Lot Area. Such a list can help better inform development investment in potential heritage assets.

c) Regularly update and maintain the list outlined in the policy above as required, alongside a list of formally registered assets to provide certainty and clarity around the status of individual assets.

d) Prepare an updated and revised approach to identifying and protecting historic view planes as determined to be appropriate through further study.

Heritage Conservation

Built heritage conservation recognizes that change occurs overtime. Various approaches, including preservation, restoration, and adaptive reuse, can be used singularly or in combination to ensure that heritage values are safeguarded and enhanced.

Heritage Asset List

As intensification and infill development continues enhancing the community's sustainability and livability in the future, a formal list of potential heritage assets can help guide investment in development so that existing heritage resources are kept in use and given new life through development.

DRAFT

4.3.2 Heritage Development

The ongoing success of Charlottetown as it continues to grow and expand creates a fundamental tension between built heritage preservation and development. Such tensions are not unique to Charlottetown, and much can be learned from how other jurisdictions address these challenges, while still ensuring future initiatives reflect a made-in-Charlottetown approach that reflects this unique local context.

POLICIES

a) Establish a policy to guide demolition permitting that requires applicants to demonstrate the proposed demolition does not negatively impact registered or identified potential heritage assets.

b) Establish a policy identifying under what circumstances a Heritage Impact Assessment or similar study is required, as evaluated by the approving authority, for development applications.

c) Investigate options for adopting flexible development regulations for heritage properties, understanding that conservation and maintenance of heritage character is of primary importance.

4.3.3 Heritage & Tourism

Tourism is a significant economic driver for Charlottetown, and much of this tourism draw is due to the city's unique and well-preserved heritage character.

POLICIES

a) Co-develop a strategy with the tourism industry that identifies strategic opportunities to foster tourism development and attractions year-round while conserving and protecting the city's heritage assets.

b) Remain open to public and private partnerships that maintain existing initiatives and develop new programs focused on promoting tourism around Charlottetown's heritage in a sustainable way.

c) Develop a framework for elevating less visible and untold stories throughout the city of Charlottetown's past and present, seeking to educate residents and visitors about the history of the Black, Asian, Lebanese and many other immigrant communities whose association with Charlottetown may be more recent.

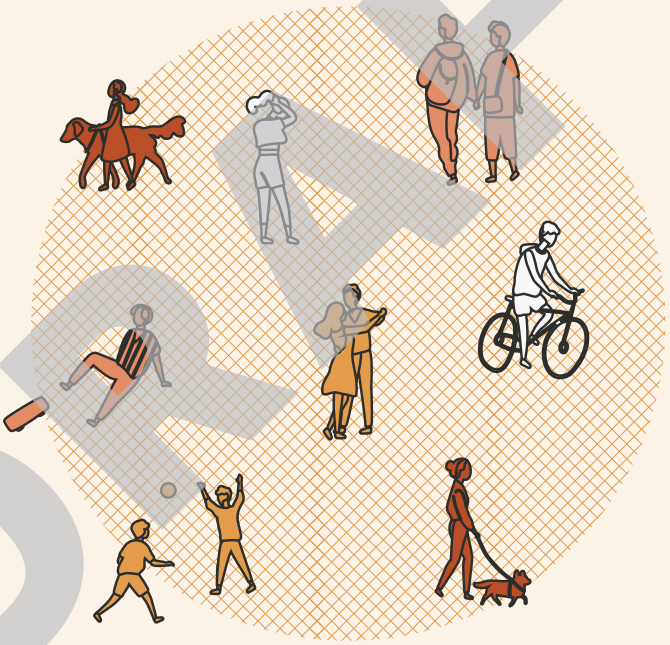
DRAFT

4.4 Recreation

The diversity of recreational possibilities is as diverse as Charlottetown's population - requiring regular monitoring and tracking of needs and preferences.

In addition to sports and exercise, recreation also includes social, nature-based, artistic, and educational pursuits

Monitoring recreation numbers, preferences and trends will help the City address local needs and desires



Passive recreation relies on pathway and park infrastructure to support a variety of activities, year round

Active recreation facilities provide opportunities for local exercise and sport as well as sport tourism, year round

DRAFT

RECREATION

In Charlottetown there is a variety of recreation amenities and opportunities that enhance the lives of Charlottetonians and draw visitors to the city. This includes winter recreational uses on the trail networks such as cross country skiing and fat biking. Recreation and Sport facilities in the city include but are not limited to the Bell Aliant Centre, Simmons Sport Centre, Cody Banks Arena, community centres, sport field complexes and sport and entertainment complexes such as the Eastlink Centre. Important to the city, is sport tourism that contributes to the local economy and draws visitors to these facilities.

Future facilities should be designed with programming flexibility and user accessibility in mind to serve multiple users and accommodate changes in recreation and demographic trends. Continued investment in recreation facilities will be required to respond to the changing needs of the population for the duration of this Official Plan.

OBJECTIVES

It is an objective of the Official Plan that recreation policy:

- Develop and enhance sport and recreation facilities to meet a wider range of programing needs for all ages and abilities.
- Improve and connect trails for safe and increased use by the public.
- Develop facilities that foster and attract sport tourism to the city.
- Promote recreational activities during all seasons.
- Develop new parkland and enhance existing parks to meet the recreation programming needs of residents.

DRAFT



Image Source: Discover Charlottetown

4.4.1 Recreation Needs

As Charlottetown's population grows and its demographics change, it is important that the City remains flexible and innovative in the ways it addresses shifting recreational needs and preferences. Investigating new opportunities for partnerships, recognizing the needs of newer residents, and taking a future-focused, flexible approach to capital investment will all help ensure Charlottetown continues meeting the needs of residents long into the future.

POLICIES

a) Use reciprocal agreements to increase the efficient use of school, parks, and recreation facilities and provide greater recreational opportunities in the city.

b) Investigate available funding sources, community agreements, leasing and rental agreements, and other tools that can enable greater use of community assets and empower the creation of community-driven local recreational opportunities for residents.

c) Investigate the use of public and public/private partnerships to provide access to a wide range of recreational opportunities.

d) Design new recreation facilities with future flexibility in mind while also considering opportunities for sport tourism.

e) Develop a winter city strategy to encourage recreation in all seasons.

DRAFT

4.4.2 Recreation Accessibility

Accessibility takes many forms (e.g. physical, social, financial, etc.), and is an important objective to pursue so that recreational resources can be truly enjoyed by all. As Charlottetown continues to grow, identifying gaps and strategically planning to address those gaps, will help meet the evolving needs of a diverse population.

POLICIES

a) Work towards making all City services and facilities accessible to all abilities.

b) Support recreation and cultural programs for all ages to promote the health and well-being of residents.

c) Identify new opportunities to expand recreational programming and accessibility year-round, ensuring all seasons provide opportunities for Charlottonians to remain healthy and active.

d) Equitably distribute recreational programming and facilities across Charlottetown.

e) Locate recreation facilities on sites that allow for direct connections to pathways and trails, transit, and vehicles.

f) Include opportunities on the pathway and trail network for different modes of recreation, such as running, cycling, walking, and long-boarding.

g) Adopt pathway design standards that address accessibility for all to the greatest extent possible throughout the city.

h) Seek opportunities to address gaps, extend, and complete the recreational trails and pathways.

i) Continuously monitor recreation and cultural programs and trends to respond to changing recreational patterns and facility gaps.

DRAFT



Image Source: Tourism PEI

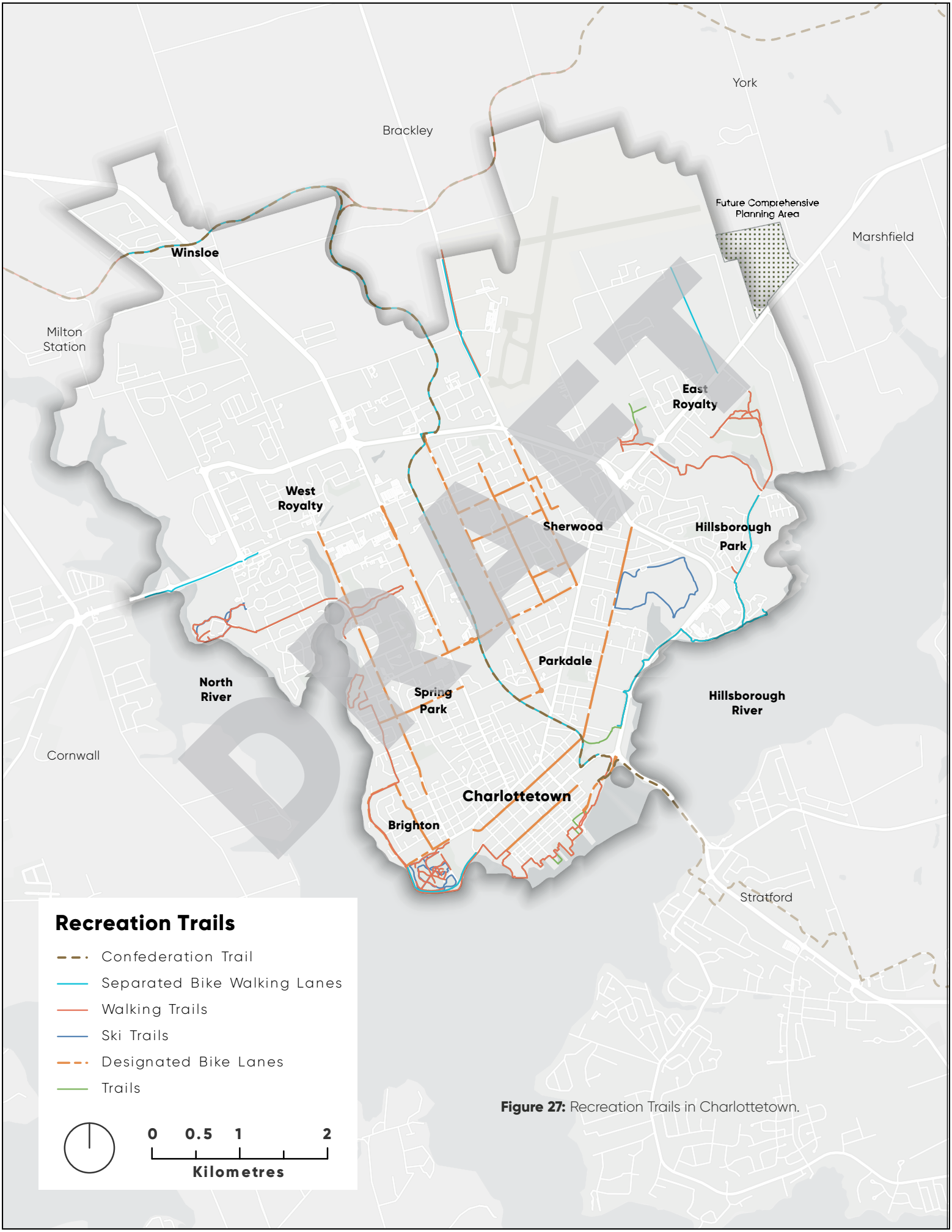
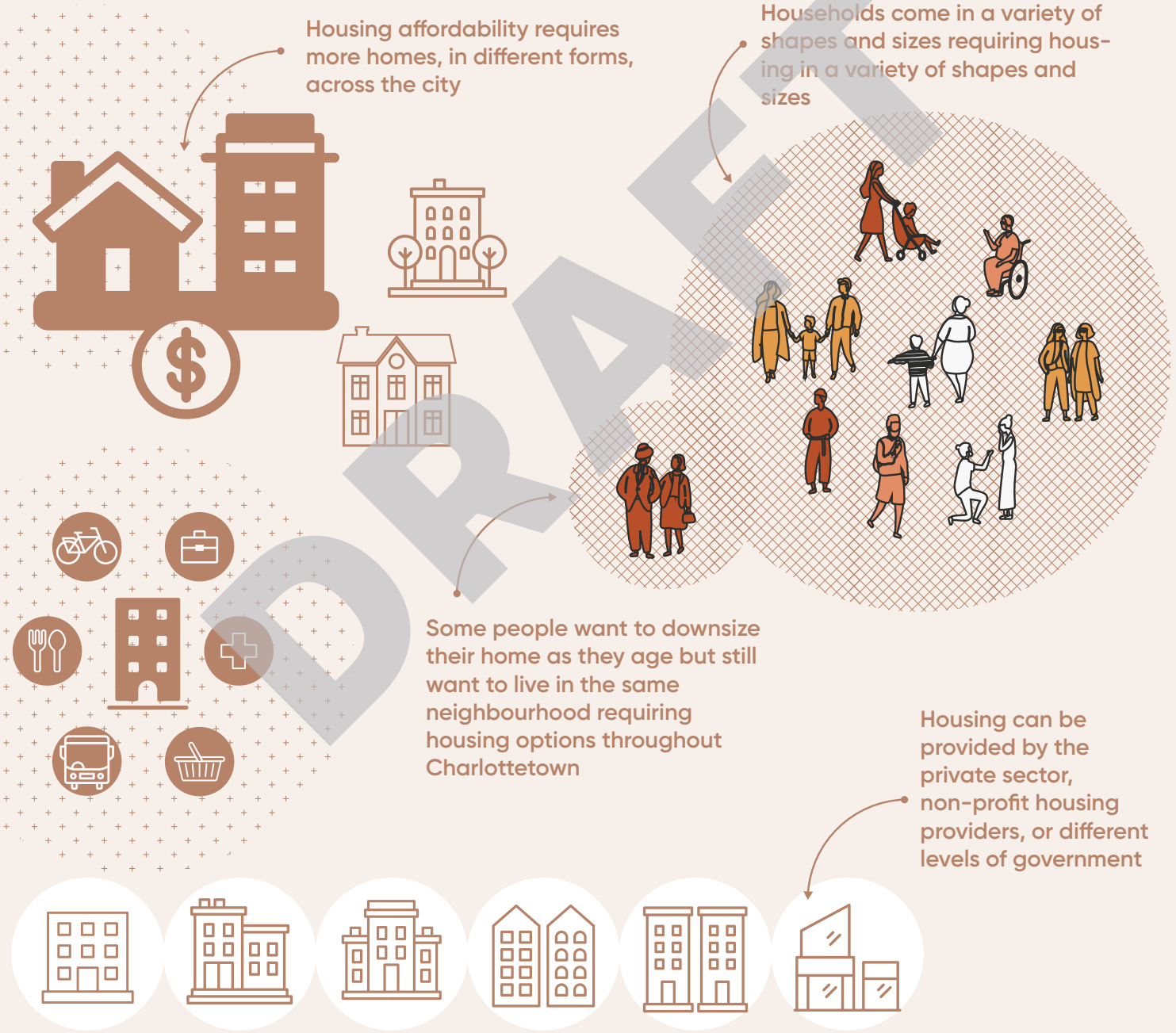


Figure 27: Recreation Trails in Charlottetown.

4.5 Housing

Every resident in Charlottetown deserves a home. These homes need to come in a variety of sizes, forms and affordability to meet the needs of a diverse population.



DRAFT

HOUSING SPECTRUM

Creating a home for everyone requires housing choice and affordability. Recent rapid population growth is placing pressure on today's housing supply and increasing the amount of people experiencing homelessness. The housing spectrum provides the framework to think about housing in Charlottetown:

Emergency Shelters: facilities for people who find themselves suddenly without a place to sleep.

Transitional housing: facilities to bridge the gap between homelessness and permanent housing on a temporary basis. They often offer social and/or skill development.

Supportive Housing: permanent homes for people experiencing a range of challenges that makes finding housing difficult. This includes very low incomes, substance abuse, mental health challenges, chronic illness, diverse disabilities, etc.

Community Housing: housing below market rate, typically provided by organizations whose mandates are to offer affordable housing.

Affordable Housing: housing that cost 30 percent or less of an individual's or family's gross income. This may include non-profit housing designed to be affordable to people with lower incomes or by people applying subsidies to afford market rate housing. It can include affordable rentals or attainable homes that are more affordable to purchase.

Market Housing: homes without a subsidy or discount for rent or ownership provided to the inhabitant or owner by the public sector.



Figure 28: The housing spectrum contains a range of housing tenures and typologies.

DRAFT

HOUSING

Without a safe, affordable, and inclusive range of housing options and opportunities, it is not possible for all residents of Charlottetown to reach their full potential. Some consequences from a lack of affordable housing include food insecurity, additional vulnerability to climate change, and reduced ability to access jobs and job opportunities.

By establishing a framework for housing that ensures all housing needs in the city are met, Charlottetown can set the stage for increased social cohesion, economic productivity, and overall greater quality of life for all. This includes working with the Province to ensure all Charlottetonians have access to adequate, affordable and suitable housing.

OBJECTIVES

It is an objective of the Official Plan for housing policy to:

- Facilitate the development of housing options for the full housing spectrum.
- Enable greater housing choice and options for housing throughout Charlottetown.
- Improve housing affordability.

DRAFT



Image Source: Neil Jennings (Flickr)

4.5.1 The Housing Spectrum

As Charlottetown continues to grow, the breadth of housing needs experienced by residents will also continue to change and expand. Planning ahead for the needs of all residents means ensuring Charlottetown is has enough supply of places to live along the entire housing spectrum.

POLICIES

a) Update the Zoning and Development Bylaw to increase the diversity of housing types permitted in all areas of the city.

b) Investigate the potential to expand density bonusing policies city-wide to increase the supply of identified housing spectrum deficiencies in Charlottetown.

c) Support unique and emerging approaches to housing (such as garden suites, secondary suites, etc.), with a focus on providing housing options for all resident incomes, lifestyles, and needs.

d) Advocate to senior levels of government for funding that supports the development of identified housing spectrum needs in Charlottetown.

e) Work with community partners to create and expand transitional, supportive, community and affordable housing.

f) Focus emergency shelters in locations near health, community, and social resources that are accessible by multiple modes of travel.

g) Enable transitional and supportive housing near multi-modal transportation routes (transit routes, bike lanes, and/or pathways) and close to mixed-use areas (Nodes, Corridors and the Downtown).

h) Support community and affordable housing throughout Charlottetown's neighbourhoods.

i) Update the Zoning and Development Bylaw to enable different types of housing able to accommodate different levels of affordability throughout the city.

j) Support Provincial housing initiatives, advocating for the identification of opportunities and means to expand housing diversification at different affordability levels.

k) Develop a plan for incentivizing the creation of more rental housing.

l) Implement the Housing Accelerator Fund to enable a variety of housing forms and densities to meet the diverse needs of the community.

Residential Zoning

Zoning rules are often not explicitly clear about what types of residential development are and are not permitted. By specifically listing alternative forms of housing as permitted in a broad range of zones throughout the city, the Zoning and Development Bylaw can be made more inclusionary and enabling.

DRAFT

4.5.2 Housing Choice & Affordability

Besides supply, a leading factor in the high cost of housing is a lack of appropriate housing choice. While one type of housing might work well for a family of five, it may be too expensive or not pragmatic for a student or recent graduate living on their own. Planning for housing choice is an important part of improving affordability for all in Charlottetown, as it helps to "right-size" the housing market by providing a range of housing for more nuanced housing needs.

POLICIES

a) Advocate to the appropriate provincial authority to actively monitor housing choice and affordability, reporting annually on how housing choice has changed over the previous years and identifying appropriate measures to address ongoing housing affordability challenges.

b) Support sensitive infill development and intensification in identified areas to increase the supply of different housing forms, tenures, and sizes.

c) Support housing initiatives that allow residents to age in place in all Charlottetown neighbourhoods.

d) Actively encourage the co-location of housing and community amenities.

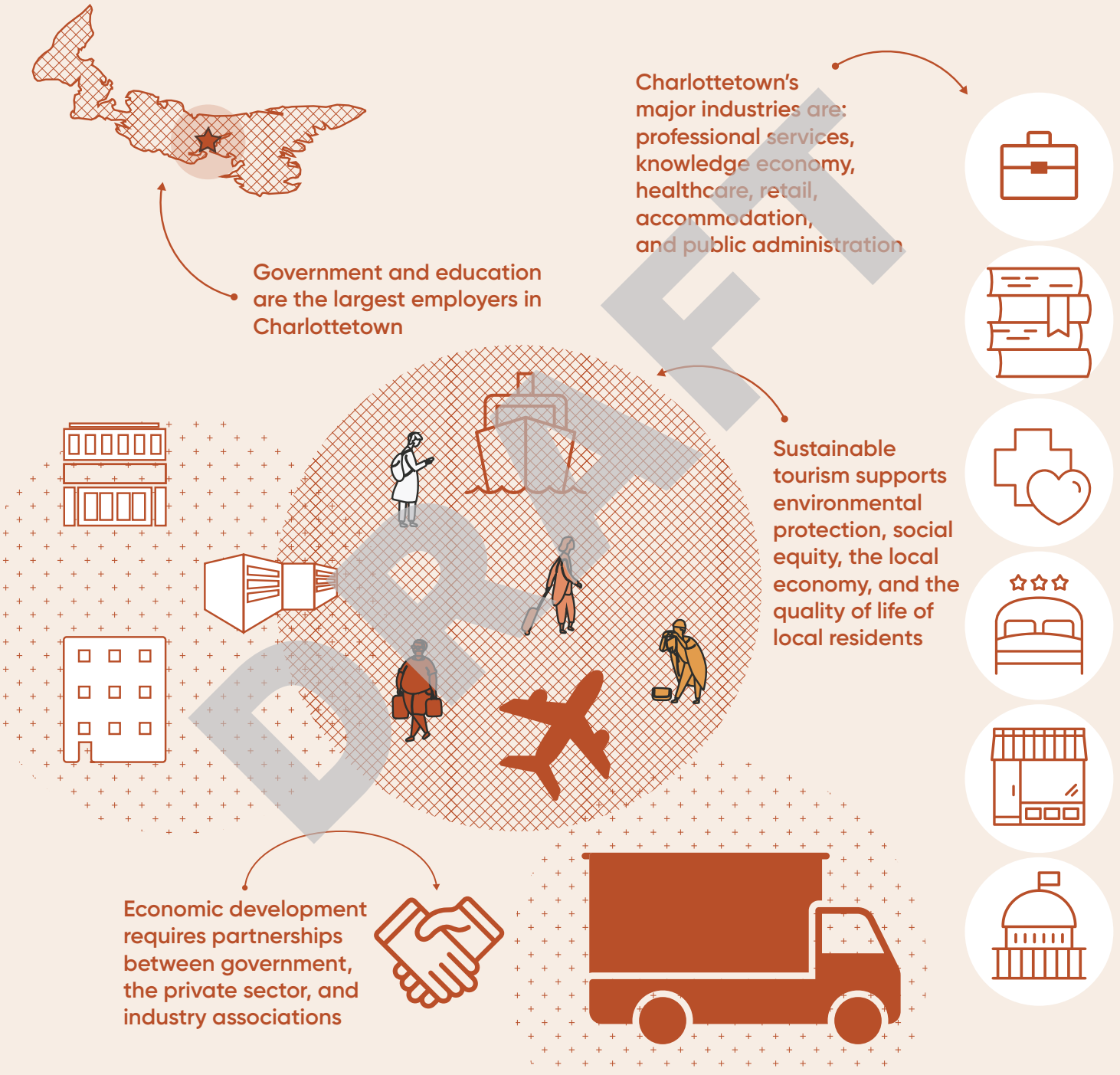
DRAFT



Image Source: Doug Kerr (Flickr)

4.6 Economic Development

Charlottetown attracts and retains businesses and industry through innovation and diversification.



DRAFT

ECONOMIC DEVELOPMENT

A healthy and growing economy provides new jobs and opportunities for all Charlottetonians while also contributing to the city's overall quality of life. At the same time, these opportunities can present challenges when a collaborative and coordinated approach to regional economic development is not addressed. Similarly, the benefits and impacts of tourism must also be balanced so that economic growth benefits all. Recognizing and building on the successes of traditional economic drivers such as tourism and the knowledge economy while embracing new opportunities as a competitive regional, provincial and Atlantic Canadian market will help set the economy up for long-term success.

OBJECTIVES

It is an objective of the Official Plan for economic development policy to:

- Work collaboratively with all stakeholders in economic development to support development initiatives and opportunities.
- Encourage continued growth of existing industries including tourism, culture, the knowledge economy, and healthcare.
- Support the ongoing development of manufacturing and skilled labour.
- Foster a business-friendly environment.
- Support year-round tourism and manage its impacts on the community.

DRAFT



Image Source: BIOVECTRA

4.6.1 Economic Partnerships

The City can play an important role in fostering collaboration, cooperation, and innovation amongst existing and emerging businesses. Applying this approach both locally and regionally will help Charlottetown address local economic challenges while strengthening the capital region's competitive advantages in Atlantic Canada.

POLICIES

a) Collaboratively work with private and public partners on economic development initiatives and opportunities for the Charlottetown area.

b) Attract and retain business and industry in Charlottetown through economic diversification by remaining open to the innovative and changing needs of businesses and through infrastructure investment.

c) Sustainably invest in infrastructure and the public realm to make Charlottetown an attractive place to live and work.

d) Investigate opportunities for municipally-led acquisition and site preparation of competitively priced, easily serviceable employment lands for new and expanded industries.

e) Focus on expanding the industry base of year-round industries such as the knowledge economy, manufacturing, skilled labour, and finance industries.

f) Ensure an adequate supply of zoned and serviced larger land holdings are available to attract new and expanded industries around the airport, port and highways.

g) Understand barriers to starting local businesses in Charlottetown and work with the business community to find mutually acceptable solutions to removing them.

Sustainable Development Principles:

- *Ensure the efficient use of municipal infrastructure*
- *Promote compact urban form and infill development*
- *Improve the ratio between municipal tax revenue and infrastructure expenses*
- *Shift away from reliance on few mixed-use nodes to more land use diversity*
- *Allow residents to reach services and amenities without reliance on personal vehicles*
- *Finding a sustainable balance between demand for land and demand for housing*
- *Plan for net population and job densities that are conducive to human health and sustainable transportation modes*

DRAFT

4.6.2 Tourism

Tourism is, and will continue to be, a cornerstone of Charlottetown's economy well into the future. Recognizing the tremendous opportunity that comes from the city's innate historic attractiveness while balancing it with the needs of residents is a challenge that should be faced head-on rather than waiting for issues to emerge. The City has a tourism department with a strong relationship with the tourism industry, and providing a framework for its continued success is of paramount economic importance.

POLICIES

a) Strengthen the tourism base by targeting new tourism opportunities, extending the tourism season, and diversifying the cultural experiences and attractions that Charlottetown has to offer.

b) Balance the provision of public access and amenities along the waterfront with economic development opportunities.

c) Collaborate with the Port and Airport Authorities to promote economic and tourism development.

d) Create placemaking across the city that considers tourism needs, working to have the city's urban fabric and built heritage tell the story of Charlottetown to newcomers and visitors.

e) Provide expanded pedestrian infrastructure, waste management, public washrooms, and other management and investment opportunities to help address the use of downtown by tourists, as required.

f) Allow for the development of tourism opportunities that attract visitors during winter and shoulder seasons of October through June, especially through sport and event tourism.

g) Work with public and private sector partners to develop a Charlottetown Tourism Strategy.

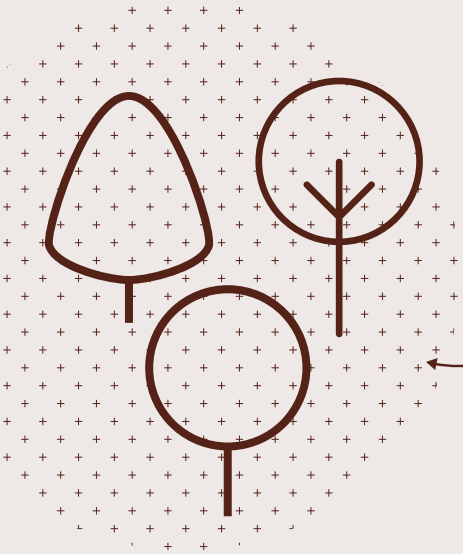
DRAFT



Image Source: Port Charlottetown

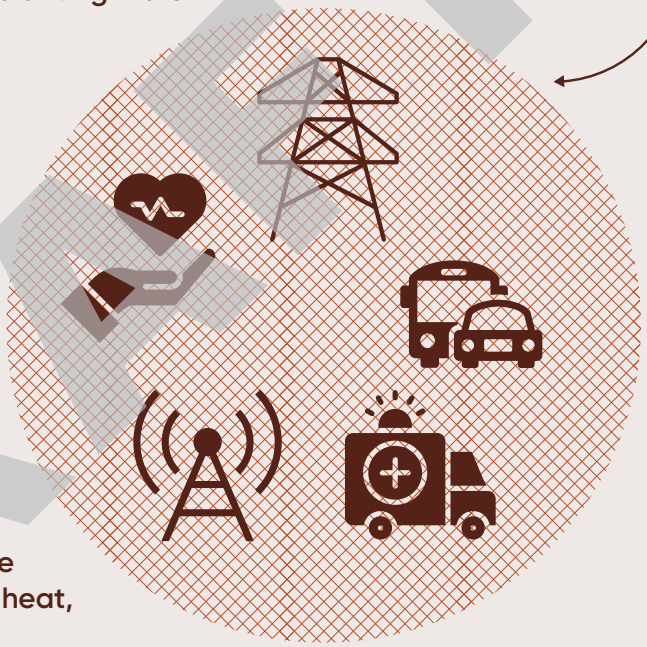
4.7 Sustainability and Climate Resilience

A climate change and sustainability lens is required to mitigate and adapt to a changing world.



Hurricane Fiona severely damaged Charlottetown's tree canopy requiring a focused effort to restore the canopy by planting more trees

Critical infrastructure provides emergency, power, health, communications, and mobility services and requires protection from flooding





Climate change resilience considers the impacts of heat, wind, and flooding

Urban agriculture involves cultivating livestock and produce in urban environments





Storm surges and flooding, alongside sea level rise, are important considerations in the planning of Charlottetown

DRAFT

SUSTAINABILITY AND CLIMATE RESILIENCE

Prince Edward Island completed a province-wide Climate Change Risk Assessment and determined that coastal erosion, post-tropical storms, heat waves, intense rain and flooding, and coastal flooding and storm surge represent the most significant risks. The City of Charlottetown has already been impacted by these hazards and must prepare for further impacts caused by extreme weather events that can occur across all seasons – heat waves, hurricanes, Nor'easters, and deep freeze events.

The City also has a responsibility to contribute to the Provincial and Federal goals of reducing emissions to mitigate further impacts.

As sea level continues to rise and the intensity of storms increases, Charlottetown's developed waterfront will be vulnerable to more frequent coastal flood events. There are many different approaches to protecting development from dynamic shoreline processes, but the most effective long-term strategy is to provide space for these events to occur and for coastal wetlands to migrate landward.

OBJECTIVES

It is an objective of the Official Plan for environmental policy to:

- Build climate resilient communities and reduce overall GHG emissions.
- Maintain, protect, and enhance natural assets.
- Account for and protect ecosystem services for climate resiliency and socio-economic sustainability.
- Preserve, enhance, expand, and connect natural areas and environmental functions.
- Maintain public accessibility to natural areas along waterbodies.
- Provide for wildlife corridors and habitat areas.
- Guide resilient development.
- Future-proof Charlottetown from the financial, social, and environmental impacts of climate change through planning and enhancing the city's natural assets.

Climate Change

Climate change refers to long-term shifts in temperatures and weather patterns. These shifts may be natural, but since the 1800s, human activities have been the main driver of climate change, primarily due to the burning of fossil fuels (like coal, oil and gas), which produces heat-trapping gases (United Nations).

DRAFT

4.7.1 Sustainable Services

Sustainable municipal servicing involves managing and providing essential services to communities in an environmentally, socially, and economically sustainable way. This approach recognizes that the provision of municipal services, such as water supply, sanitation, waste management, and transportation, can have significant environmental impacts, contribute to climate change, and affect public health and well-being.

a) Promote compact development and the provision of high-quality active transportation and public transit infrastructure and services.

b) Encourage energy efficiency in new development and retrofits to existing buildings, infrastructure, and services.

c) Develop regulations to permit free-standing solar arrays on private property as an accessory structure.

d) Support a connected mobility network that supports low-carbon transportation - walking, cycling, mass transit, driving electric vehicles and supporting micromobility.

e) Investigate and support the implementation of waste reduction and management strategies in municipal building.

f) Promote water conservation and initiatives to reduce water consumption.

g) Invest in green infrastructure and nature-based solutions on public land, when possible.

DRAFT

4.7.2 Climate Resilience

Though Charlottetown's waterfront is particularly vulnerable to the effects of climate change; climate change will impact the city as a whole. Climate resilience strategies focus on enhancing coastal defenses, protecting and restoring natural habitats, and promoting sustainable development practices. Charlottetown needs to adapt and withstand the impacts of sea-level rise, storm surges, and increased frequency and intensity of extreme weather events.

a) Support enhanced building and infrastructure design standards to address heat stress, wind shear and flood resilience and adopt the applicable updated National Codes and Standards as they become available.

b) Direct development to areas outside of the designated provincial floodplain.

c) Require development applications address erosion and sediment control as well as stormwater management.

d) Request studies at the time of area plan or development to determine the impacts to natural areas (i.e., Environmental Impact Statements) and vulnerabilities to inland and/or coastal flooding.

e) Improve hazard disclosure practices by identifying properties located within the coastal floodplain and providing adaptation resources to residents currently living in high flood-hazard areas.

f) Development, other than for natural areas, parks and open space, is not permitted in the designated floodplain except in instances where adjacency to water is required and flood risk can be mitigated through structural protection (i.e. the seawall) and building design (i.e. water resistant materials, a building elevation above the flood level and no residential uses on the ground floor)

g) Require all development located within the coastal floodplain to be designed and stamped by an engineer to confirm its resilience to such a flooding event.

h) Encourage new development to achieve LEED-equivalent design standards by supporting the use of sustainable building materials and construction practices.

i) Design critical infrastructure, like transportation infrastructure, emergency facilities, health services and emergency shelters, to a higher flood protection level (1:200 or above).

j) Adopt flood plain mapping in the Zoning and Development Bylaw.

k) Continue to build and maintain the Charlottetown seawall.

DRAFT

4.7.3 Food Security

Urban agriculture is the practice of cultivating and producing food in urban areas. One of the main values of urban agriculture is its potential to increase access to fresh, healthy, and affordable food. Urban agriculture can also contribute to local economic development, create job opportunities, and support small-scale farming and entrepreneurship. Moreover, urban agriculture can provide environmental benefits, such as reducing greenhouse gas emissions, improving air quality, and promoting biodiversity. Lastly, urban agriculture can foster community building and social cohesion, as it brings together individuals from diverse backgrounds and provides a platform for knowledge sharing and skill-building.

a) Review the policy barriers impacting the expansion of urban agriculture throughout the city.

b) Support initiatives that develop and expand food distribution, processing, and storage within Charlottetown.

c) Create food production opportunities in parks and opens spaces and vacant lands, where possible.

d) Encourage community gardens and urban farming opportunities in multi-unit housing.

e) Consider developing a strategy to implement the Food Charter to increase food security for all Charlottetown residents.

f) Investigate opportunities to employ "tree-trenching" and other street tree technologies that improve the growth rates of urban trees.

4.7.4 Greenhouse Gas Emissions Reduction

In addition to encouraging a range of transportation choice and supporting compact development (as reflected in other chapters of this plan), there are other initiatives to help reduce greenhouse gas emissions. The City of Charlottetown can lead by example by examining opportunities to reduce emissions in municipal operations, provide electric vehicle charging stations and work with other levels of government on climate change mitigation strategies.

a) Continue annual audits of the City's operations seeking to identify, quantify and reduce net greenhouse gas emissions by the City's operations.

b) Identify and act on opportunities for reducing the City's operational greenhouse gas emissions.

c) Support the development of more publicly-accessible electric vehicle charging stations throughout the City to support the ongoing transition away from internal combustion engine vehicles.

d) Work with the Provincial and Federal governments to leverage grants and funding for the reduction of greenhouse gas emissions.

e) Implement the Climate Action Plan and align with the Province's climate goals.

DRAFT

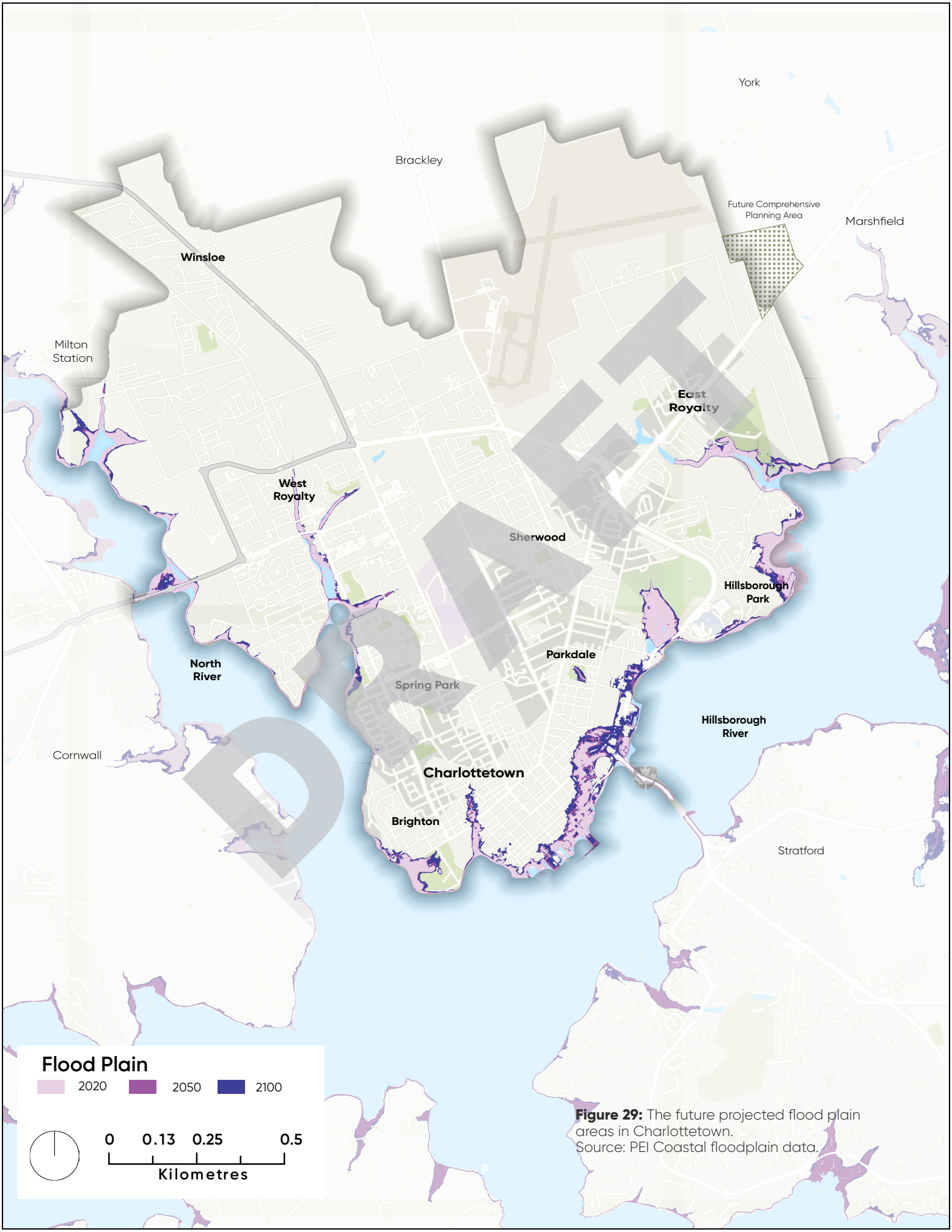


Figure 29: The future projected flood plain areas in Charlottetown.
Source: PEI Coastal floodplain data.

5 SECONDARY PLANS

In keeping with the policy direction established in previous chapters of this Official Plan, an important aspect of implementing the vision involves further planning at the neighbourhood or sub-area scale. This focused level of planning is often better placed in secondary plans, which can review area-specific policy matters in greater level of detail without disrupting the overall flow of the main document.

This chapter outlines the applications for Secondary Plans and guides their use.



DRAFT

5.1 Secondary Plan Framework

Prior to adopting secondary plans, a framework is needed to help implement the Official Plan at a neighbourhood or sub-area scale. This will enable the City to adopt a consistent approach to the development of new and review of existing Secondary Plans.

Secondary plans may need to be adopted for various reasons such as greenfield development, redevelopment of brownfield sites of former industrial usage, heritage-focused analysis of key city areas or intensification of existing neighbourhoods.

In the case of expansions of the urban footprint that result in the city extending service to a new area, Secondary Plans are the default approach to plan these areas.

POLICIES

a) Include the following Secondary Plans which have been adopted by Council in forthcoming chapters of this chapter and appendix:

i) Eastern Gateway Waterfront Master Plan

ii) East Royalty Master Plan

b) Review existing Secondary Plans at the same frequency as the Official Plan.

c) Require the preparation of Secondary Plans in the following cases:

i) Before approving any amendment to the Zoning and Development Bylaw that would result in the change of zoning of a property located in the Urban Expansion designation.

d) In cases of Secondary Plans required for the development of greenfield properties in the Urban Expansion designation, Council may require the landowner to carry the cost or contribute to the cost of preparing such a Secondary Plan.

e) Consider the preparation of further Secondary Plans, when municipal fiscal and staff resources permit, to support transformation of specific city areas or to address specific aspects of planning in greater detail.

f) Ensure that, at a minimum, the following information be addressed in the preparation of new or review of existing Secondary Plans:

i) Definition of the study area;

ii) Public engagement to identify local character and community needs;

iii) Assessment of parks, community facilities, and their service capacities;

iv) Assessment of heritage sites and opportunities for heritage preservation;

v) Potential for future school sites;

vi) Assessment of infrastructure conditions and capacities;

vii) Land use diversity and potential locations of neighbourhood centres;

viii) Active transportation infrastructure;

ix) Transit infrastructure and facilities;

x) Development phasing and public investment;

xi) Risks from impacts of climate change; and

xii) Environmentally sensitive natural areas.

DRAFT

5.2 Eastern Gateway Secondary Plan

The Eastern Gateway (refer to 3.2 Land Use Designations for its location) is a secondary planning area with the objectives and policies embedded within this Official Plan.

OBJECTIVES

It is an objective of this plan that the transformation of the Eastern Gateway will:

- Create new opportunities for public investment in parks and open space in the Eastern Gateway.
- Support public and private redevelopment opportunities for a wide variety of uses.
- Increase connectivity to and within the Eastern Gateway.
- Uphold high standards of climate change resilience in development due to the areas low elevation and high vulnerability to flooding.

POLICIES

a) Develop the open space network, street network, and land use framework in the Eastern Gateway designation in accordance with the schedules included in this Official Plan and described in the Eastern Gateway Waterfront Master Plan (2011).

b) Development in the Comprehensive Development Area zone of the Master Plan will be consistent with the Eastern Gateway Waterfront Master Plan (2011) as follows:

i) In the Comprehensive Planning Areas 01 of Schedule C3:

- The development of institutional and commercial land uses is permitted and encouraged.
- Residential land uses including affordable housing are also encouraged where environmental land conditions are appropriate.
- All future development should provide appropriate setbacks and mitigative design measures between sensitive land uses and existing industrial land uses.
- Development is to include street-related building forms that will create an attractive walkable streetscape along Grafton Street and meet the intent of the Eastern Gateway Waterfront Master Plan by connecting the downtown to the lands in the Eastern Gateway designation.
- Where new uses related to ongoing or new industrial operations are proposed, require the proponent to include noise, vibration, and odour mitigation to levels reasonably achievable to ensure long term compatibility between industry and neighbourhoods.

ii) In the Comprehensive Planning Area 02 of Schedule C3:

- The development of institutional, recreational, and commercial land uses is permitted.

DRAFT

- Future development should provide appropriate setbacks and mitigative design measures between sensitive land uses and existing industrial land uses.
- Development is to include street-related building forms that will create an attractive walkable streetscape along Grafton Street and meet the intent of the Eastern Gateway Waterfront Master Plan by connecting the downtown to the Eastern Gateway.

iii) In the Comprehensive Planning Area 03 of Schedule C3:

- The development of institutional, recreational, and commercial land uses is permitted.
- New development along Kensington Road should consist of street-related building forms.

iv) In the Comprehensive Planning Area 04 of Schedule C3:

- The existing long-term industrial uses will be permitted.

c) Modifications to the street network may be considered by the City with the intent to enhance connectivity and create opportunities for public investment in the waterfront. Specifically:

i) The connection of Beach and Park Streets into a crescent to strengthen and provide increased connectivity to the future open space network will be a City initiative.

ii) The City will provide trail network connections to and within the Eastern Gateway to link to the waterfront Trail, the Confederation Trail, the Hillsborough Bridge, and the Hillsborough River Walkway.

iii) The City will review alignment alternatives for Water Street. Consideration should be given to achieving the Eastern Gateway Waterfront public realm vision and mitigating impacts on industrial users and local business.

iv) The City will support open space development in the Eastern Gateway that integrates innovative stormwater management techniques and flood protection into landscape design.

DRAFT



Figure 30: Open space Eastern Gateway schedule.



Figure 31: Street network Eastern Gateway schedule.



Figure 32: Future land use Eastern Gateway schedule.



Figure 33: Built form Eastern Gateway schedule.

5.3 East Royalty Master Plan

East Royalty's secondary plan is a detailed master plan and given its length, the plan is integrated in the Appendix of this Official Plan.

OBJECTIVE

It is an objective of this plan that the transformation of East Royalty will:

- Follow the direction in the East Royalty Master Plan (refer to Appendix B)

POLICY

a) Development in East Royalty must follow the direction within the East Royalty Master Plan (See Appendix B).

DRAFT



DRAFT

Image Source: Discover Charlottetown

6 IMPLEMENTATION

Charlottetown's Official Plan outlines a path forward for coordinated, intentional growth that respects what residents value most while preparing the city for an uncertain future. By aligning with the City's new Strategic Plan, the Official Plan provides a road map for Council, Administration, and residents alike to follow.

This Implementation Chapter guides collaboration, decision-making, asset management, Zoning and Development Bylaw alignment, regional collaboration, reconciliation, public engagement, and performance metrics. Adhering to the approach outlined here will ensure that the Official Plan is implemented in a consistent manner.

DRAFT



6.1 Implementation

The Official Plan contains policies that require further action to realize its vision and goals. The following approach will guide implementation of the Official Plan's direction.

6.1.1 Inter-Departmental Collaboration

The City is at its most effective when all departments are clearly aligned in vision, goals, and actions. Ensuring clear and consistent communication in informing decision-making at the administrative level to help maximize collaboration between departments and create positive outcomes that benefit all.

POLICIES

a) Collaborate across City departments to ensure implementation of the Official Plan's direction. This includes aligning key decisions, major projects, and capital investment.

b) Use the Official Plan as a guide for all departments to use to inform workplan and investment priorities.

c) Investigate opportunities to better integrate strategic planning across all departments, ensuring opportunities for aligning efforts are leveraged to the greatest extent possible.

d) Actively seek to improve inter-departmental relationships and lines of communication, seeking to maximize investment efficiencies, coordinated decision-making, and project alignment.

6.1.2 Informed Decision-Making

The Official Plan promotes increased density and infill as a means to increase efficient use of City services and to help lower the per capita cost of municipal services. In order to achieve these objectives it is important to quantify the impacts of new developments so that Council can make informed decisions.

POLICIES

a) Establish an integrated approach across City departments to fully assess cost-of-servicing for new developments.

b) Confirm the long-term public costs across all departments of additional infrastructure, public services, and public service facilities prior to approving development proposals.

c) Use cost-of-servicing assessments as part of Administration's recommendation report to Council. This should help inform decision-making through the lens of the City's financial and infrastructure capacities across all departments.

d) Work across departments to regularly update Council and the public on how new developments have either increased or decreased the City-wide tax burden.

DRAFT

6.1.3 Asset Management

Asset management refers to the process of overseeing and maintaining assets in order to maximize their value and minimize risk. For Charlottetown, this includes maximizing the value of public investment in servicing (water, sanitary, stormwater), infrastructure (roads, sidewalks, pathways), public amenities (parks, street furniture, lights) and community facilities (recreation facilities, community spaces). Effective asset management involves developing strategies to optimize performance by leveraging existing assets and being thoughtful before investing in new assets.

POLICIES

a) Prioritize infrastructure improvements and investment in areas accommodating the greatest densities of new development, better balancing municipal investment with municipal tax revenue.

b) Establish a Development Charges Bylaw that redistributes costs for municipal service extensions and intensifications to those causing the effects.

c) Develop a formal asset management framework for managing Charlottetown's services, infrastructure, and facilities that focuses on the efficient use of existing infrastructure.

d) View asset management through a sustainability lens that prioritizes long-term resiliency and extension of asset lifecycles over short-term cost savings.

6.1.4 Zoning and Development Bylaw Transition

Following adoption of this Official Plan there will be a transitional period during which the adopted Zoning and Development Bylaw and Official Plan may present inconsistent land use direction. The following policies outline procedures for interpreting development applications where contradiction between these two documents exists.

POLICIES

a) The 2018 Zoning and Development Bylaw PH-ZD.2 land use regulations will remain until the Zoning and Development Bylaw is updated. When evaluating rezoning applications, the City will ensure any proposal requiring variance or amendment to the 2018 Bylaw meets the intent and purpose of the new Official Plan policies.

b) The City will issue permits under old zones provided they comply with all requirements of the Zoning and Development Bylaw.

c) Remove the existing Zoning and Development Bylaw requirement that the same or similar lawfully denied rezoning applications not be reheard by Council within one year of its rendering a decision.

DRAFT

6.2 Reconciliation

Historically, discussions around the City's past, its place in Canadian history, and its heritage value have been viewed through a specific lens and told through a specific set of stories. The City recognizes that there are many different stories to be told about Charlottetown's history, including the importance of this place to the Mi'kmaq of Epekwitk who have called this region home since time immemorial. The City recognizes that it has not always emphasized or valued these stories.

POLICIES

a) Strengthen relationships with Indigenous communities to understand how best to advance reconciliation in Charlottetown.

b) Develop a framework for elevating less visible and untold stories of Charlottetown's past and present, seeking to educate residents and visitors about the history of Indigenous peoples in the region and their connection with this land throughout the city.

c) Work with local Indigenous groups in exploring opportunities to recognize Indigenous heritage through public art, monuments, storytelling, and support for community cultural activities. This work should recognize that traditional western understandings of heritage identification and conservation may not be able to appropriately reflect Indigenous stories.

d) Advance opportunities to implement Indigenous consultation, collaboration, partnerships, and stewardship in all relevant areas of the City corporation.

6.3 Public Engagement

Public engagement is crucial for building trust, fostering dialogue, and ensuring that decisions are made in the best interest of all members of society. A thoughtful engagement strategy allows for diverse perspectives to be heard and for ideas to be generated and refined. This process helps to identify and address concerns, build consensus, and promote transparency, accountability, and inclusivity. Ultimately, public engagement can lead to more effective and sustainable solutions to complex problems.

POLICIES

a) Develop an engagement strategy to guide public engagement processes for future planning projects.

b) Ensure historically under-represented groups are considered in all engagement activities.

c) Report back on how engagement informed decisions.

d) Employ a range of online and in-person engagement tactics to hear from a range of residents.

DRAFT

6.4 Regional Collaboration

In an increasingly global world it is imperative that local jurisdictions work collaboratively to market, promote, and grow themselves. As Charlottetown's population outstrips growth rates throughout Atlantic Canada, the capital region and broader province can leverage this opportunity to build bridges between local jurisdictions, local and regional non-profits, and the Government of PEI. Achieving this important task over the coming years can help sustain longer-term growth, manage its impacts, and ensure its benefits are felt by all.

POLICIES

a) Develop a platform for regional partners to come together and discuss matters of regional concern. This forum should also be used as a tool through which these concerns can be elevated with a single voice to the Provincial government.

b) Foster a regional approach to addressing climate risks that do not recognize jurisdictional boundaries, such as flooding, storm surges, or hurricanes.

c) Work collaboratively with the neighbouring municipalities of Cornwall and Stratford to, where deemed mutually beneficial, plan, deliver, and fund inter-municipal services.

d) Work with regional educational institutions to ensure their long-term growth needs are incorporated within the City's land use framework and mobility network.

e) Advocate to the Province for the development of a comprehensive regional or provincial growth plan. Such a plan should be collaboratively developed with all regional partners, and should prioritize outcomes that improve the social, economic, and environmental sustainability of the entire region.

f) Foster and grow a collaborative relationship with local Indigenous partners.

g) Work closely with local and regional non-profits to amplify impact and create capacity for these organizations where aligned with City goals.

DRAFT

6.5 Monitoring Progress

To help with the review of the Official Plan, regular monitoring of key indicators should occur and be reported to Council to indicate the progress the City is making on achieving the goals and objectives of the Official Plan.

POLICIES

a) Review the Official Plan at year five and year ten after adoption.

b) Undertake a comprehensive review should occur 15 years after adoption.

c) Establish a baseline for the indicators below and report on them on an annual or biannual basis.

Number of festivals and events (increasing)	Assessed value of non-residential development (increasing)
Number of pieces of public art (increasing)	Year round tourism (increasing in shoulder season)
Kilometres of public trails and multi-use pathways (increasing)	Percent of roads with sidewalks (increasing)
Amount of recreation space available (increasing with growth)	Percent of people within 400m of a separated bike path or multi-use path (increasing)
Percent of people within 500 metres of a park (increasing)	Percent of people within 400 metres of a transit stop (increasing)
Amount of park space per person (stable with pace of growth)	Naturalized landscapes along water and drainage courses (increasing)
Percent of city covered by a tree canopy (increasing)	Amount of treated stormwater (increasing)
Amount of urban agriculture (increasing projects)	Number of listed heritage buildings (stable or increasing)
Amount of protected areas (stable or increasing)	Commuting modal share by active transportation (increasing), buses (increasing), and private vehicles (decreasing)
Percent of growth that is redevelopment (increasing share)	Number of people without homes (declining)
Density (increasing)	Residential mix (increasing semi-detached, apartment style forms)

Figure 34: Potential indicators for ongoing Official Plan monitoring.

DRAFT

APPENDIX A: GLOSSARY



Glossary

500 Lot area: This is the historic, cultural, civic, and symbolic core of Charlottetown and the oldest built area within the city.

Accessibility/Accessible: A general term used to describe the degree to which an activity, service, or physical environment is available to as many people as possible, regardless of their physical abilities or socio-economic background. Improving accessibility involves removing economic, physical, cultural, and transportation barriers to participation in programs, projects and facilities.

Active Recreation: Active recreation, typically sports, require equipment and facilities to perform.

Active Transportation: Any human-powered mode of transportation such as cycling, walking, using a wheelchair or other mobility aid, skiing and skateboarding. While the main emphasis is on travel for a specific purpose, it does not exclude recreational travel.

Adaptation (Climate): Any initiatives or actions in response to actual or projected climate change impacts and which reduce the effects of climate change on built, natural, and social systems.

Adaptive Reuse: The change in use (and often structure) of a building whose original use is no longer needed. This is typically done with historic buildings, particularly industrial and warehouse buildings, but also happens with more modern buildings.

Affordable Housing: Housing that cost 30 percent or less of an individual's or family's gross income. This may include non-profit housing designed to be affordable to people with lower incomes or by people applying subsidies to afford market rate housing. It can include affordable rentals or attainable homes that are more affordable to purchase.

Asset Management: A core business function of the City and is a systematic process that facilitates decision-making in regards to the construction, acquisition, operation, maintenance, renewal, replacement, and disposition of assets in the most cost-effective manner.

Brownfield: Abandoned, idled or underused industrial and commercial sites, where expansion or redevelopment is complicated by real or perceived environmental contamination.

Built Environment: Human-made physical components of the urban environment ranging in scale from landscaped areas to parks, buildings and roads and bridges.

Climate Change: Climate change refers to a change in the state of the climate that can be identified (e.g., by using statistical tests) by changes in the mean and/or the variability of its properties and that persists for an extended period, typically decades or longer. Climate change may be due to natural internal processes or external forcings such as modulations of the solar cycles, volcanic eruptions and persistent anthropogenic changes in the composition of the atmosphere or in land use.

Community Garden: A single piece of land gardened collectively by a group of people for fruits, vegetables, or flowers.

Community Housing: Housing below market rate, typically provided by organizations whose mandates are to offer affordable housing.

DRAFT

Complete Community: This refers to an area offering a mix of urban features which enable residents to live, work, shop, learn, and play within easy access of a range of transportation modes.

Contextually Sensitive: A development is contextually sensitive if stepbacks and/or appropriate heights are employed to mitigate massing issues, it has a similar scale front facade as the rest of the street, and is complementary to adjacent buildings.

Cultural Heritage: The intangible practices, expressions, knowledge, and skills of a community or an individual in addition to associated material instruments, public art, artifacts, objects, historic places and cultural spaces.

Cultural Landscape: A geographical area that has been modified, influenced or given special cultural meaning. A cultural landscape is often dynamic, a living entity that continually changes because of natural and human-influenced social, economic, and cultural processes.

Density: Refers to the number of dwelling units, square metres of floor space, or people per acre or hectare of land.

Emergency Shelters: Facilities for people who find themselves suddenly without a place to sleep.

Environmental Impact Statement: A document that outlines the potential impacts of a proposed development on the natural environment wildlife and proposes mitigation measures, if necessary.

Equity: Means fair and just outcomes for all, regardless of race, gender, ability, sexual orientation, class, or other social or economic factors. It requires identifying and removing barriers and accommodating differences in order to achieve these fair and just outcomes.

Floodplain: A low-lying area adjacent to streams, rivers, or the ocean that is inundated during major floods and storm events. The Province of Prince Edward Island has adopted a 1-in-100 (1:100) year flood event as the standard to define floodplain boundaries, limits and areal coverages.

Gentle Infill: In predominantly residential areas, gentle infill involves accommodating some increases in density through secondary suites, garden suites, narrower lots and semi-detached dwellings in a manner that aligns with the scale of the neighbourhood.

Goods Movement: The transportation of goods (freight or commodities) by road, rail, or air.

Green Infrastructure: Natural approaches to addressing urban and climate challenges such as stormwater, heat stress, air quality through natural interventions. These include things such as bioswales to slow stormwater absorption, urban farming to address food insecurity, or urban forestry to reduce the urban heat island effect.

Greenfield: These are areas along the edge of the city that have not had previous urban development and were, typically, rural in nature before being annexed into the city.

Heritage Conservation: The actions or processes that are aimed at protecting the physical elements of a historic place so as to retain its heritage value and extend its physical life.

DRAFT

Heritage Resource: A designated or protected heritage property that embodies heritage values.

Heritage Values: Those which convey aesthetic, architectural, historic, scientific, cultural, social or spiritual importance or significance for past, present and future generations.

High-Profile Urban Design Areas: These are high use, dense and visible areas throughout Charlottetown that will benefit from more comprehensive urban design guidance. Specifically, they are the 500 Lot Area (including the Downtown), the waterfront (including the Eastern Gateway), Nodes and Corridors. These areas can be expanded to include key re-urbanization/brownfield sites that require a comprehensive approach to redevelopment.

Indigenous Peoples: The collective name for the original peoples of North America and their descendants, recognized under the Canadian Constitution as the First Nations, Inuit, and Métis.

Infill: A type of development occurring in established areas of the city. Infill can occur on long-time vacant lots, or on pieces of land with existing buildings, or can involve changing the land use of a property from one type of land use to another.

Infrastructure: Physical elements of the urban environment for which the City holds responsibility for ownership, maintenance or management, such as roads, water treatment plants, and recreation facilities.

Institutional Uses: These are city, regional or provincial scale education, health, social, cultural and administrative facilities. Examples include hospitals, post secondary institutions and government offices.

Low Density: If the number of units per lot is three or less, than the dwelling is considered low density. This includes single detached houses, a house with a secondary suite, semi-detached houses, duplexes, or triplexes.

Market Housing: Dwelling units without a subsidy or discount for rent or ownership provided by to the inhabitant or owner by the public sector. The price of market housing is determined according to the supply and demand forces of the open, free market.

Mode-Share: The proportion of trips taken by a particular mode (or type) of travel (e.g. vehicle, transit, and active transportation); also known as mode split.

Nature-Based Solutions: Sustainable management and use of natural features and processes to tackle challenges such as climate change, water security, water pollution, food security, human health, biodiversity loss, and disaster risk management.

Passive Recreation: Passive recreation occurs in parks and natural areas and requires minimal facilities or programming. Examples include walking, cycling, running and other informal activities.

Placemaking: This is a planning, design and management approach that provides a location with a clear identity and creates communities that are walkable, beautiful, interesting and vibrant. Placemaking requires a vision and community involvement.

DRAFT

Priority Growth Areas: Growth areas are prioritized throughout Charlottetown, primarily along Corridors and within Nodes. They are indicated on the Growth Areas map.

Public Realm: Places and spaces that are shared by the public. This includes all public places, open spaces, and streetscapes. High-quality public realm may include opportunities for places to gather, places to walk to, beautiful spaces, pedestrian-oriented design etc.

Resilience: The capacity of a system, community, or society exposed to hazards to adapt to them, by resisting or changing in order to reach and maintain an acceptable level of functioning and structure.

Secondary Suite: A residential suite that is detached from the main house but within the same property boundaries; the suite can be over a garage, in a basement, or a freestanding laneway unit. Also commonly referred to as a garden suite.

Sense of Place: A strong identity and character felt by people in a location, often comprised of a mix of natural and cultural features that generally include, and are dependent on, the people who occupy and engage the place.

Supportive Housing: Permanent homes for people experiencing a range of challenges that makes finding housing difficult. This includes very low incomes, substance use, mental health challenges, chronic illness, diverse disabilities, etc.

Sustainable Development: Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. While the term is most associated with its environmental implications, it has economic and social implications as well. Sustainable development principles include:

- Ensure the efficient use of municipal infrastructure
- Promote compact urban form and infill development
- Improve the ratio between municipal tax revenue and infrastructure expenses
- Shift away from reliance on few mixed-use nodes to more land use diversity across the City
- Allow residents to reach services and amenities without reliance on personal vehicles
- Finding a sustainable balance between demand for land and demand for housing
- Plan for net population and job densities that are conducive to human health and sustainable transportation modes

Transitional Housing: Facilities to bridge the gap between homelessness and permanent housing on a temporary basis. They often offer social and/or skill development.

Transportation Demand Management: This is a program of information, analysis, infrastructure, and incentives to help people know about and use all their transportation options, including transit, ride-sharing, walking, biking, and remote working.

DRAFT

Tree Canopy: The above ground portion (upper layer) of a plant/tree community formed by mature tree crowns.

Universal Accessibility: The conditions that enable any individual regardless of ability to access and enjoy a place.

Urban Agriculture: The growing of plants and the raising of animals within and around cities that it is integrated into urban economic and ecological systems.

Urban Design: The complete arrangement, look and functionality of any area(s) within a town, city or village.

Wayfinding: A system that assists travelers in orienting, navigating and moving through an environment through the use of visual or other measures, including signage.

Workscapes: Large-scale commercial and industrial operations, many of which require proximity to the airport or ocean.

DRAFT

APPENDIX B: EAST ROYALTY MASTER PLAN



CITY OF CHARLOTTETOWN
East Royalty Master Plan

Approved by Planning Board – September 9, 2015

Adopted by City Council – September 14, 2015

TABLE OF CONTENTS

1.0 Introduction 1
1.1 History of East Royalty 1
1.2 Study Area 2
1.3 Schedules 2
1.4 Site Description 3
1.5 Opportunities and Challenges 4
1.6 Official Plan 6

2.0 The East Royalty Master Plan 6
2.1 Purpose of the Plan
2.2 Objectives of the Plan 6
2.3 Vision 6
2.4 Guiding Principles 7
2.5 Development Yield 8
2.6 Phasing 9
2.7 Complete Application 9

3.0 Design Criteria 11
3.1 Design Policy and Design Guidelines 11
3.2 General Site Development Criteria 12
3.3 Sustainable Design/Green Building 14

4.0 Land Use Designations 14
4.1 Introduction 14
4.2 The Residential Neighbourhoods 16
4.2.1 Intent 16
4.2.2 Mature Neighbourhood Designation 16
4.2.3 Low Density Residential Designation 16
4.2.4 Medium Density Residential Designation 17
4.2.5 High Density Residential Designation 18
4.2.6 Mobile Home Residential Designation 19
4.3 The Commercial Areas 20
4.3.1 Intent 20
4.3.2 General Policies 21
4.3.3 Village Centre Commercial 22
4.3.4 Commercial 23
4.4 The Employment Area 24
4.4.1 Intent 24
4.4.2 Community/Institutional 25
4.5 The Greenlands System 25
4.5.1 Intent 25
4.5.2 Environmental Open Space 26

4.5.3 Parks/Open Space 27
4.5.4 Parks/Open Space in the Residential Neighbourhoods 27

4.6 Future Development Area 28
4.6.1 Intent 28
4.7 Comprehensive Planning Area 28

5.0 Infrastructure Policies 29
5.1 Stormwater Management 29
5.2 Transportation 29

6.0 Implementation 30

7.0 Conclusion 31

APPENDIX "A" Design Policy for the Private Realm

APPENDIX "B" Design Guidelines for the Public Realm

Schedule 1: East Royalty Area Structure Plan

Schedule 2: Land Use

Schedule 3: Transportation

1.0 Introduction

1.1 History of East Royalty

East Royalty's roots run deep. Its history has been intertwined with Charlottetown's from its earliest days. In 1764, Captain Samuel Holland was appointed Surveyor-General of Quebec and the northern district of America and asked to survey British holdings north of the Potomac River, beginning with what was then St. John's Island (Prince Edward Island in 1799). The following year, he recommended what is the current site of Charlottetown be the capital. In 1768, Chief Surveyor of Nova Scotia, Charles Morris, was ordered to draft a plan for the new town. Three years later, Thomas Wright, under order from Governor Walter Patterson, adjusted and executed Morris' plan.

In accordance with English town planning principles of the time, the town was divided into three parts - the main town site (the 500 Lot Area), the Common (a buffer to provide for future town expansion) and the Royalty (pasture lots). The Royalty was meant to provide a space for those in the new capital to grow their own food until sufficient rural settlement occurred.

Because of the slow development of Charlotte Town, there were empty lots within the 500 Lot Area and settlers soon took advantage of this to pasture their cows closer to home, leaving the lots of the Royalty to merge into farms and in some cases, large estates. The Royalty would eventually be divided into three sections, East Royalty, Central Royalty (Sherwood) and West Royalty.

The close proximity to the Hillsborough River had a great deal to do with the early settlement and historic richness of East Royalty. Families like the Cambridge's, the Wright's, and the Heartz's were important in shaping the commercial, physical, political and agricultural history of both East Royalty and Charlottetown. Early in its history, industries like agriculture, brewing, milling and fox farming were established in East Royalty. In more recent years, subdivisions and businesses have been built where farms once dominated.

East Royalty had no governing body until 1964, when residents set up the East Royalty Improvement Committee. In 1977, the Village of East Royalty was formed. By 1978, an official plan for the new village was completed. Prince Edward Island's Municipalities Act (1983), replaced the term "village" with "community" and East Royalty became the Community of East Royalty. An official plan for the community was completed in 1989 that provided "a framework within which Council shall carry out the goals and objectives related to long term growth and development within the Community".

On 1 April 1995, the Charlottetown Areas Municipalities Act went into effect and East Royalty would join with the communities Hillsborough Park, West Royalty, Winsloe, Sherwood, Parkdale, and the City of Charlottetown to create the new amalgamated City of Charlottetown.

227 years after Morris first planned Charlottetown, its three parts - the Royalty, the Common and the town - were reunited.

1.2 Study Area

The study area subject to this Master Plan is bounded to the north by lands of the Charlottetown Airport, to the east by the Communities of York and Marshfield, on the south by the Hillsborough River and on the west by the Charlottetown Perimeter Highway. For greater certainty the lands subject to this Master Plan are identified on Schedule 1 - Neighbourhood Structure Plan, Schedule 2 - Land Use and Schedule 3 – Transportation. Most of the lands within this study area are privately owned with the exception of City owned parkland and institutional land mixed throughout the study area.

1.3 Schedules

a) The lands subject to this Master Plan, identified as the East Royalty Master Plan are identified on Schedule 1 – East Royalty Area Structure Plan, Schedule 2 – Land Use and Schedule 3 - Transportation, attached. The following text describes the purpose of these documents.

i. *Schedule 1: East Royalty Area Structure Plan* - The purpose of this Schedule is to begin the process of identifying the neighbourhood structure. It shows the primary road network parks and open spaces, the key community facilities and 6 areas for potential new residential neighbourhoods that are mostly comprised of new development opportunities.

The 6 new neighbourhoods are based on the concept of the 5-minute walk, where there should be a neighbourhood focus (school, park, retail opportunities). Also of importance is support for future transit, and road connectivity between the various neighbourhoods as well as improved connectivity between East Royalty and the City of Charlottetown.

ii. *Schedule 2: Land Use* – The purpose of the Land Use Schedule is to further articulate the neighbourhood structure with more detailed ideas about future land use. The intent here is to:

- Identify key Environmental Open Space;
- Identify the existing parks system and proposed new public parks;
- Propose a location for a Village Centre;
- Integrate new development with existing development;

- Support transit and other Active Transportation components; and.

- Ensure an appropriate distribution of community facilities.

iii. *Schedule 3: Transportation* – The Transportation Schedule highlights the primary road network and the proposed primary bus routes. It also shows new connectivity components with the rest of Charlottetown intended to relieve current congestion problems and to enhance connectivity. As a primary trails network is developed in the area, amendments to this Schedule will be required to show the inter-connectivity of the various modes of transportation.

b) In addition to the identified Schedules and the following text, this Master Plan also includes Appendix A – Design Policy Private Realm and Appendix B Design Guidelines for Public Realm

1.4 Site Description

The neighbourhood of East Royalty is located in the northeastern quadrant of the City. The Charlottetown Perimeter Highway runs along the western boundary of the neighbourhood and the St. Peters Highway a main arterial route from Charlottetown to the eastern end of the island runs through the center of the neighbourhood. It is one of two main routes for traffic traveling to and from the eastern end of the island to enter the City. Within East Royalty there are pockets of residential subdivisions on streets leading off of the St. Peters Highway. However, for the most part there is a great deal of undeveloped land within this neighbourhood. Over the past 10 years the area has experienced moderate growth with the development of Parent Street, Horseshoe Hills, Emmery Estates, Love and Bridle Path Subdivisions. As well there has been residential development along Norwood Road, East Royalty and Robertson Roads. Development is continuing to proceed in this area at a fairly moderate pace as the City continues to receive proposals for residential subdivisions. One major proposal is for a residential mixed use subdivision on the north side of St. Peters Highway. At full build out this subdivision will consist of approximately 709 units.

The predominant housing form within East Royalty is single detached and two unit dwellings with low to medium rise apartment dwellings and townhouses distributed throughout the neighborhood. It should be noted that there are currently more options for these forms of housing on the southwest quadrant of the neighbourhood.

Most of the available land for development within East Royalty is largely green field sites as prior to amalgamation East Royalty was predominately agricultural land. The southern portion of East Royalty borders on the Hillsborough River and has approximately 20,200 feet (6,200 meters) of coastline. East Royalty's water frontage begins where the Eastern

Gateway Master Plan ends and continues eastward to the boundary between the City and the Community of Marshfield.

Within East Royalty are also a number of environmentally sensitive features such as water courses, wetlands, forested areas and in particular Wright's Creek, Andrew's Pond, Royalty Oaks and the salt marshes.

There is a decommissioned land fill site comprising approximately 80.35 acres. Pending remediation this property has been identified in the Charlottetown Park Master Plan as a potential site for a regional park. There are various recreational facilities including the City's soccer fields, an outdoor rink, baseball fields, walking trails and playgrounds throughout the East Royalty neighbourhood.

Educational facilities such as Lucy Maude Elementary School serving kindergarten to Grade 6 and E'cole Francois-Buote serving grades 1-12 are located in East Royalty. As well daycares are located within Malcolm Darrach Civic Centre and Hillsborough Park Community Centre which are civic gathering locations for the neighbourhood.

Commercial land uses are limited within East Royalty. There are very few retail service facilities within the neighbourhood. Mel's Convenience Store is the commercial hub as it supplies convenience items such as a gas bar, a drive through coffee shop and provincial liquor store. There is a small collection of additional retail uses located near the eastern boundary of the neighbourhood such as: a furniture store, a building supply store and automotive shops. However, service oriented commercial uses are limited within the neighbourhood and residents have to travel to the West Royalty or the city centre to access such services.

Industrial uses are limited in East Royalty. There is a demolition pit located in the undeveloped portion of Norwood Road as well there are some light industrial uses located on Grant St. There are also some legal non-conforming light Industrial uses located along East Royalty Road.

1.5 Opportunities and Challenges

Many opportunities exist within the East Royalty neighbourhood. There is a large land base of greenfield to support future growth and development. Many of the collector and local roads that surround these lands are already serviced. East Royalty already has many of the components such as: schools, daycares, civic buildings, access to health care and recreational facilities required to make it a complete neighbourhood.

One of the most unique qualities of East Royalty is the amount of coast line that exists within the neighbourhood. Many beautiful vistas of the Hillsborough River exist throughout the East Royalty neighbourhood. As East Royalty develops it is a high priority that public access to the water is acquired so that the waterfront within this neighbourhood is enjoyed by all. Acquisition

of land for trails, connectors and parkland along the water's edge shall be a priority as such land presents a great opportunity for East Royalty's residents to enjoy and experience the water. Over time such lands will connect to existing trails and form part of the City's trail system "Routes for Nature and Health".

In addition to coastline East Royalty also possesses natural water features such as Wright's Creek and Andrew's Pond. These water features not only are important ecological features within the neighbourhood but they also offer the residents of East Royalty opportunities for recreational water based activities. As well, these waterways are an important component to providing linkages to the City's trail system. It is imperative that the City continue to work with the local watershed group to ensure protection of Wright's Creek, Andrew's Pond and its tributaries. Such a partnership will help to guarantee that this important ecological feature is protected for future generations to enjoy.

As East Royalty continues to grow there are also challenges that will have to be overcome. The following are challenges that have been identified during this Master Plan process.

East Royalty is bisected by the St. Peter's Highway. This creates somewhat of a challenge for residents travelling to and from the northern or southern portion of the neighbourhood. During peak times (morning and early evening) traffic can be congested along St. Peters Road. A traffic study, prepared by MRC Consultants out of Halifax was commissioned as a joint effort between the City of Charlottetown and the Department of Transportation and Infrastructure Renewal to determine the level of service on St Peters Road and to determine if upgrades would be required to the current road. The study revealed that currently St. Peters Road is not yet at capacity. However, as development continues to progress upgrades in the form of controlled accesses or roundabouts will be required to various intersections along St. Peters Rd (see Schedule 3). The final traffic report identified the timeline for when these upgrades should be considered.

The local area road network in many subdivisions is not interconnected. There are many streets that terminate at dead ends. This scenario does not promote walkability and connectivity to and from neighbourhoods. As development progresses it is important that these roads connect to provide safe access for pedestrians and motorists to and from neighbourhoods.

The East Royalty Sewage Treatment Lagoon services the areas northeast of Wright's Creek. All other areas of the neighbourhood are serviced by the City's wastewater treatment plant on Riverside Dr. The East Royalty lagoon was designed to support a population of 1800 people. Estimates suggest the current serviced population is less than 1800 but greater than 1600. Future upgrades will have to be identified to ensure appropriate levels of wastewater treatment for this area of East Royalty in the future.

Sitting on the confluence of Wright's Creek and Hillsborough Harbour the decommissioned East Royalty land fill site occupies a substantial piece of property. This has been identified as a prime location for a regional park. However, in order for this to occur remediation must take place. It

is suggested that the City work in partnership with the Provincial and Federal Governments to determine funding and a remediation strategy for this site.

1.6 Official Plan

This Plan shall be read in conjunction with the Official Plan, and all relevant policies shall apply. Where there is a conflict between the policies of the Official Plan, and the policies of this Master Plan, the policies of this Master Plan shall prevail.

2.0 The East Royalty Master Plan

2.1 Purpose of the Master Plan

The purpose of The East Royalty Master Plan is to provide policies for a comprehensively planned community that protects environmental features and the existing community; one that recognizes and responds to the policy initiatives of the City of Charlottetown, while establishing a comfortable and attractive community with a full range of housing types, commercial and community facilities and substantial employment areas. It is expected that this Master Plan will take twenty to thirty years to build out to its full potential.

2.2 Objectives of the Master Plan

East Royalty is largely undeveloped. There is mounting pressure within the neighbourhood to subdivide vacant land. The East Royalty Master Plan will provide a long term vision to ensure that proper planning is in place to direct future growth in a well-planned, contiguous manner. One of the main objectives of this plan is to provide a framework so that future growth in East Royalty does not occur on a piece meal basis instead it is considered broadly.
This plan establishes policies for the location of roads, public infrastructure, land use, the built environment, land for recreation and environmental open space.

The realization of this plan will shape the neighbourhood of East Royalty so as growth occurs it will continue to be a vibrant, sustainable, healthy neighbourhood for its residents to enjoy through various stages of their lives.

2.3 Vision

East Royalty, originally a small rural village before being amalgamated into a larger Charlottetown, has retained many rural characteristics. It still gives residents the feeling of living in a suburban area, while being within close proximity to the City's core.

East Royalty is currently proximate to many services, amenities and facilities. As East Royalty grows, accessibility should continue to be an important feature to be enhanced through its planning and design.

Additional services, retail and commercial will be required to serve the growing population to ensure a complete community, with an array of housing types and places to work, go to school, to

shop and to play. East Royalty has an abundance of open spaces with natural habitats, woodlots, streams and ponds that its resident's value and that should be maintained.

This Master Plan preserves areas of environmental significance and existing parks while looking at opportunities for expanding linkages between them and rehabilitating areas that are damaged. Pedestrian access through trails and paths will make East Royalty a more walkable community. Accommodating and planning for different modes of transportation will increase accessibility within East Royalty and its connectivity to the rest of Charlottetown. New and expanded educational facilities will be required to serve the increasing population along with addressing infrastructure capabilities.

Above all, East Royalty will incorporate best practices for sustainability and active transportation, leading to a community that promotes healthy lifestyles. Planning for the East Royalty Area will promote safe residential neighbourhoods that are planned based on the concept of RSVP – Resilient, Sustainable, Vibrant and Pedestrian-friendly. East Royalty will be a great place to live. Residents will be proud of their community and the City, and in partnership with the development community, will be proud of their legacy.

2.4 Guiding Principles

a) The guiding principles, which shall direct and inform the future planning, design and development of the East Royalty Area are as follows:

i. *Quality of life* – Grow and develop in a way that achieves a high quality of life for its residents and that makes East Royalty a desirable community to live, work and play.

ii. *Quality of Place* – Promote developments that are well designed through the use of Design Policy and Design Guidelines. Promote neighbourhoods that are attractive and sustainable and that include well-designed public parks and trails.

iii. *Environment* – Ensure that all significant natural heritage features, such as woodlots, watercourses and wetlands and their associated functions are protected and enhanced. Improve the linkages among natural heritage features, public parks and other destination sites.

iv. *Range of housing* – Provide a full range of housing types, including seniors and other special needs housing to create diverse residential neighbourhoods. The City will work with other government agencies and the private sector to promote innovative housing forms, development techniques, and incentives that will facilitate the provision of affordable housing.

v. *Accessibility* – Promote accessibility through barrier-free development, in accordance with the City's Disability Lens program.

vi. *Active transportation* – Develop a multi-modal Active Transportation system that is highly interconnected and includes cycling, walking, transit and automobiles with more opportunities for linkages and connections between the modes along an efficient road network. It is crucial that the road pattern and associated land use pattern be transit supportive.

vii. *Community facilities* – Provide additional capacity within existing facilities and provide opportunity for new facilities to meet the needs of the community as it grows over time.

viii. *Infrastructure* – Require that all new development be provided with urban services, including water and sewage disposal. State-of-the-art stormwater management facilities will be a key component of the East Royalty Area.

ix. *Phasing* - It is anticipated that the full build-out of the East Royalty Area will take between 20 and 30 years. Growth will occur incrementally and all community facilities, infrastructure requirements and the creation of the Active Transportation Network will need to be carefully phased to ensure a logical progression of growth. Residential development shall proceed concurrent to the development of necessary infrastructure and planned parks, trails and other community facilities.

x. *Finances* – East Royalty shall develop in recognition of the fiscal and market realities of the City of Charlottetown. Infrastructure and community facilities will be carefully planned, and may be phased over time. New development will occur in a fiscally responsible manner. It is a fundamental principle of this Plan that new development pay its own way, without creating an inappropriate financial burden on the taxpayers of the City.

2.5 Development Yield

a) The East Royalty Area is approximately 890 hectares in size. This is representative of a very large geographic area. The area is subdivided geographically in accordance with Schedule 2 – Land Use.

b) Overall, it is expected that the East Royalty Area, at full build out, will accommodate approximately 17,550 people (inclusive of existing development) and 2,500 employees. The time frame anticipated to achieve full built out for this area will not occur in the 20-30 year planning horizon for this plan. East Royalty will assume some of the growth of the City of Charlottetown over the next 30 years but growth will occur in a balanced manner throughout the entire city.

c) These calculations are considered appropriate for the assessment of need for service infrastructure including:

i. Required improvements to the transportation network.

ii. Assessment of the need for expansions to the sewage treatment and water supply systems.

iii. The need for community facilities and schools.

iv. The opportunity for retail commercial facilities within the Village Centre.

2.6 Phasing

a) The anticipated long-term build out of the East Royalty Area will require that it be phased appropriately to avoid uneconomic infrastructure expansion and the development of incomplete neighbourhoods. The City will, therefore, ensure a logical progression of growth that:

i. Is an efficient development pattern that promotes a cost-effective use of infrastructure investment, and avoids temporary infrastructure development solutions.

ii. Ensures the early development of public parkland components of the Plan.

iii. Includes the logical expansion of, and improvements to, the road network, sewer, water and stormwater management services.

iv. Is fiscally responsible and does not place an undue tax burden on the existing residents and businesses within the City of Charlottetown.

b) The City will ensure that benefitting development interests and/or landowners are bound financially through appropriate legal mechanisms and development levies, and are committed to ensuring that the required service infrastructure and community facility and public park elements are put in place in advance of, or concurrent with the commencement of development.

2.7 Complete Application

a) This Plan identifies the following studies, plans and/or assessments that the City may require to support Official Plan Amendments, Preliminary Plan of Subdivision applications and Zoning By-law Amendments, prior to that application being considered

complete. The following studies, plans and/or assessments shall be determined to be required at the sole discretion of the City:

i. Land Use Planning Proposal.

ii. Concept Plan, including abutting properties.

iii. Environmental Impact Study as required by Provincial and/or Federal regulations and/or Tree Preservation Plan.

iv. Stormwater Management Plan.

v. Functional Servicing Plans for Sewer and Water systems.

vi. Traffic Impact Study and Streetscape Design Plan, including integration with the planned trails system.

b) The City may request applicants to consult with the municipality prior to submitting an application for an Official Plan Amendment, Zoning By-law Amendment, Preliminary Plan of Subdivision or Site Plan Approval. The pre-submission consultation meeting will be held with City staff and any other government agency or public authority that the City determines appropriate. At the pre-submission consultation meeting:

i. The list of required studies set out above may be scoped depending on the nature of the application. The City in consultation with applicable agencies may also prepare terms of reference for any of the required studies, which set out the required study information and analyses.

ii. Additional studies may be determined necessary for submission with the application based on the nature of the application.

c) The City shall determine the need for the listed studies, plans and assessments, and when in the approvals process they may be required, on a site-by-site basis.

d) Additional study requirements may be identified by the City as a development application proceeds through the approval process.

e) All required studies, plans or assessments are to be carried out by qualified professionals, as approved by the City and it is recommended that development applications be represented by qualified representatives.

f) Prior to the approval of any new development within a proposed new Neighbourhood as identified on Schedule 1, a Concept Plan will be prepared. The required Concept Plan

shall include the entire neighbourhood as identified on Schedule 1 – East Royalty Area Structure Plan, and shall include the following components:

i. *Road, Block and Land Use Plan* - The Road, Block and Land Use Plan will identify the major and minor gateways and conceptual layout of the Site, including the distribution of land uses and building heights. The Road, Block and Land Use Plan will provide enough detail to ensure an appropriate range and mixture of housing units are provided;

ii. *Streetscape and Open Space Plan* - The Streetscape and Open Space Plan will identify the function, design and treatment of all the internal road types. It will identify the major and minor gateways, location of all public sidewalks, on-street bikeways, and the various components of the open space system and trails network, and the integration of these facilities with existing, proposed and future land uses. The Streetscape and Open Space Plan will identify the linkages between proposed parks and parkettes;

iii. *Servicing Plan* - The Servicing Plan shall include, but shall not be limited to, technical details regarding the provision of water, wastewater, stormwater management and public and/or private utilities; and,

iv. *Environmental Impact Statement* – An Environmental Impact Statement, when required under Provincial and/or Federal Regulations.

g) The Concept Plan shall form the basis of Preliminary Plan of Subdivision, implementing zoning, and/or Site Plan Approvals. Prior to development in any new Neighbourhood as identified on Schedule 1, the City shall be satisfied that the Concept Plan has been completed, and all of the policies of this Plan have been appropriately fulfilled.

h) The City may consider combining neighbourhoods, as long as all of the policies of this Plan can be achieved.

3.0 Design Criteria

3.1 Design Policy and Design Guidelines

a) This Plan includes Design Criteria which forms Design Policy for the Private Realm (Appendix A) and Design Guidelines for the Public Realm (Appendix B.) The intent of the Design Criteria is to promote an appropriate built form and public realm within the East Royalty Master Plan Area. The Design Criteria function as an implementation tool for successive development and approval processes that are required to implement this Plan, particularly zoning, and Preliminary Plans of Subdivision.

b) All development within the Master Plan Area shall have regard for the Design Criteria attached to this Plan as Appendix A and B. Development in the private realm will have to generally conform to the design policy as stated in Appendix A. Adjustments and further refinements to the Design Guidelines related to the Public Realm are anticipated and shall not require an Amendment to this Plan, provided that the intent and general design approach inherent to the Design Guidelines are achieved to the satisfaction of the City.

c) "Have regard for" means, "*a careful consideration of the guidelines, not a dismissive one; a fair application of, and approach to the guidelines which applies them similarly to all similar situations, rather than one that allows frequent departure from the guidelines; and the exercise of reasonable discretion, that is departing from the requirements of the guidelines only when it would make more sense to depart from the guidelines than to comply with them.*"

3.2 General Site Development Criteria

a) The City shall ensure that the following general site development criteria are implemented in all new development:

i. Buildings shall be street-front oriented and provide direct street access for pedestrians.

ii. Large scale automobile parking areas shall generally be sited to the side or rear of buildings, or, preferably below grade. The softening of the impact of the large areas of surface parking through building orientation, boulevard landscaping treatments and landscapes islands is required.

iii. Compatibility between different land uses and scales of buildings shall be achieved through appropriate siting, design and landscape treatment. Compatible Development shall be defined as follows:

"*Compatible development is development that is not necessarily the same, or even similar to existing development in the vicinity. Compatible development does, however, enhance the existing community character without causing any undue, adverse impacts on adjacent properties.*"

iv. The Zoning By-law will specify requirements for building setbacks, minimum landscaped areas, buffer strips, maintenance of existing trees, privacy screening and other appropriate measures to enhance the "greening" of the community which shall be applied in all new development.

v. High quality landscape treatment shall be provided throughout the East Royalty Master Plan Area.

vi. High density development shall generally be adjacent to:

- Arterial roads and/or Collector Main Streets, particularly when those roads are identified as part of the planned transit system.
- Retail and service commercial uses;
- Community facilities; and/or,
- Public open space areas.

vii. Where a proposed non-residential use abuts or is proximate to an existing or proposed residential land use, fencing, landscaping, berming or a combination of those design elements will be utilized to ensure that there is adequate screening between the uses. It shall be the responsibility of the non-residential development to provide adequate screening.

viii. For development adjacent to St. Peter's Road, common/shared vehicular access and internal circulation including service lanes connecting abutting properties and/or developments shall be provided wherever possible, to the satisfaction of the City, and the Province.

ix. For all new development abutting an Arterial or Collector Road, as identified on Schedule 3, sidewalks of at least 1.8 meters in width shall be provided within the municipal right-of-way on both sides of the street. On Local Roads, sidewalks of a minimum of 1.5 meters in width shall be provided within the municipal right-of-way on at least one side of the street.

b) To provide a land use distribution that minimizes land use conflict and achieves a compatible and aesthetically pleasing development pattern, appropriate impact mitigation measures will be used. These measures include, but are not limited to the following:

i. Lot sizes, scale of development and intensity of use will be considered when integrating new and existing development.

ii. Every effort will be made to protect residential development from nuisances which may be generated from incompatible land uses located within the Master Plan Area. In this regard the following shall apply:

- Residential development shall be located on the periphery of existing or proposed commercial development.

- Residential development shall be located on the periphery of existing or proposed industrial development.

- Residential development shall be separated from any identified contaminated areas in accordance with the policies of the *Environmental Protection Act*.

c) To enhance the attractiveness of the East Royalty Area and its surroundings by taking advantage of existing natural and built features in the area.

i. Medium density residential shall be appropriately integrated into the neighbourhood by avoiding undue concentrations and encouraging their location adjacent to schools, parks, open spaces, commercial areas and other community facilities.

ii. Locate housing types to enhance the physical and living environments of the community. This will especially be the case for multiple attached housing so as to increase their desirability and viability as alternative forms of accommodation to the single-detached dwelling.

iii. Design subdivision and development proposals in such a manner to achieve a variety of visual effects which may be created by a curved road pattern, existing vegetation and the provision of landscaped areas as an integral part of all development.

v. Subdivision designs will be encouraged to optimize the use of open spaces by providing linkages through the community.

vi. Develop a pedestrian scale community of buildings to encourage walking and decreasing the reliance on the automobile.

3.3 Sustainable Design/Green Building

a) Energy conservation measures should be incorporated in the design of subdivisions through effective use of natural vegetation, the design of road patterns and the orientation of buildings to take advantage of sun exposure.

4.0 Land Use Designations

4.1 Introduction

a) Land use is divided into eleven categories, as shown on Schedule 2 – Land Use, with policies established for each category. The categories include:

i. The Residential Neighbourhoods

- Mature Neighbourhood
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mobile Home Residential

ii. The Commercial Areas

- Village Centre Commercial
- Commercial

iii. The Employment Area

iv. Community/Institutional

v. Greenlands System

- Environmental Open Space
- Parks/Open Space

vi. Future Development Area

vii. Comprehensive Development Area

b) The boundaries of land use designations and/or the location of symbols, as shown on Schedule 2 – Land Use, are intended to be general and approximate, unless they coincide with a road, lot line, utility corridor or prominent physical feature. Adjustments to the approximate location of land use boundaries and symbols may be permitted without the need for an Official Plan Amendment, provided the general intent of this Master Plan is maintained. Similarly, adjustments may be made in the location of streets, and parks provided the general intent of this Master Plan is maintained.

4.2 The Residential Neighbourhoods

4.2.1 Intent

a) The East Royalty Master Plan establishes a variety of Residential Neighbourhoods, as identified on Schedule 1 – East Royalty Area Structure Plan. Within each neighbourhood, it is the intent of the City to promote the development of complete neighbourhoods through an appropriate housing mix, access to retail and service commercial uses, and pedestrian-oriented street design, and a transit-supportive urban structure. The Neighbourhoods will be connected to each other through the Arterial and Collector Road network, and will also be connected to the Greenlands System. All of the neighbourhoods will be developed within a safe, healthy and functional environment.

4.2.2 Mature Neighbourhood Designation

a) The Mature Neighbourhood designation is generally intended to recognize existing development within the neighbourhoods of East Royalty, which primarily exists in the form of Low Density residential.

b) New development within the Mature Neighbourhood designation shall be consistent with the predominant character and built form of existing adjacent and nearby development.

c) The Mature Neighbourhood designation shall be implemented through the existing categories of the Zoning By-law that apply to these designated properties.

d) The implementing Zoning By-law further refines the permitted, conditional and/or prohibited land uses for the applicable Zone categories that pertain to the Mature Neighbourhood designation.

Development Policies

e) Development within the Mature Neighbourhood designation resulting from changes or modifications to existing development and infill development shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone categories that pertain to the Mature Neighbourhood designation.

4.2.3 Low Density Residential Designation

a) The Low Density Residential designation is intended to accommodate development in East Royalty in the form of single detached dwellings with a variety of lot sizes and frontage in accordance with the Zoning By-law.

b) The implementing Zoning By-law further refines the permitted, conditional and/or prohibited land uses for the applicable Zone categories that pertain to the Low Density Residential designation.

Development Policies

c) Development within the Low Density Residential designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone categories that pertain to the Low Density Residential designation.

4.2.4 Medium Density Residential Designation

a) The Medium Density Residential designation is intended to accommodate new development within the neighbourhoods of East Royalty in the form of semi-detached dwellings and street and block townhouses with some variety of lot sizes and frontages in accordance with the Zoning By-law. The Medium Density Residential designation also permits the uses and unit types permitted in the Low Density Residential designation.

b) The implementing Zoning By-law further refines the list of permitted, conditional and/or prohibited land uses for the applicable Zone categories that pertain to the Medium Density Residential designation.

Development Policy

c) Development within the Medium Density Residential designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone categories that pertain to the Medium Density Residential designation.

d) Where buildings are proposed within the Medium Density Residential designation that abuts any other lower density residential designation, the medium density development shall be designed to ensure development compatibility such that the amenity of the lower density residential area is maintained or protected. Site design considerations may include:

i. Increased setbacks;

ii. Provision of landscaped buffers;

iii. Angular planes of buildings or other mechanisms that control of the scale of development;

iv. The requirement for structured parking and/or the provision of parking areas that do not dominate the site physically and visually;

v. The location, pattern, and style of entranceways, windows, balconies, and other architectural details; and,

vi. The location, pattern, and style of loading bays, and refuse containers.

4.2.5 High Density Residential Designation

a) The High Density Residential designation is intended to accommodate new development within the neighbourhoods of East Royalty in the form of higher density residential forms of development, including stacked townhouses and apartments, in accordance with the Zoning By-law. The High Density Residential designation also permits the uses and unit types permitted in the Medium Density Residential designation.

b) The implementing Zoning By-law further refines the permitted, conditional and/or prohibited land uses for the applicable Zone categories that pertain to the High Density Residential designation.

Development Policies

f) Development within the High Density Residential designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone categories that pertain to the High Density Residential designation.

g) Where buildings are proposed within the High Density Residential designation that abut any other lower density residential designation, the high density development shall be designed to ensure development compatibility such that the amenity of the lower density residential area is maintained or protected. Site design considerations may include:

i. Increased setbacks;

ii. Provision of landscaped buffers;

iii. Angular planes or other mechanisms that control of the scale of development;

iv. The requirement for structured parking and/or the provision of parking areas that do not dominate the site physically and visually;

v. The location, pattern, and style of entranceways, windows, balconies, and other architectural details; and,

vi. The location, pattern, and style of loading bays, and refuse containers.

4.2.6 *Mobile Home Residential Designation*

a) The Mobile Home Residential designation is intended to accommodate mobile home, mini home or manufactured house trailers within the East Royalty Area neighbourhood.

Development Policies

b) New areas for Mobile Home Residential, mini home or manufactured house trailers shall only be permitted by amendment to the Zoning By-law implementing this Plan and provided the following requirements are met:

i. Shall be located within designated areas which shall not be less than 3.0 hectares in size and which shall not have a density greater than 20 units per hectare;

ii. Shall be provided with full municipal services;

iii. Shall have direct access to a an Arterial or Collector Road;

iv. Shall provide adequate parking for both residents of Mobile Home Residential and manufactured house trailers and visitors;

v. Commercial uses such as convenience stores, coin-operated laundries, or personal service uses shall not occupy more than 10% of the total area of any Mobile Home Residential site, and shall be secondary to the main residential use and character of the area;

vi. Mobile Home Residential shall be landscaped according to good design principles to complement the residential nature of the community and the Design Guidelines in Appendix A of this Plan; and,

vii. No less than 5% of the total site area of any Mobile Home Residential are shall be used exclusively for children's playground purposes.

c) The implementing Zoning By-law shall provide the standards for minimum lot frontage, building height and massing, and placement of accessory buildings, parking and access.

d) Site design considerations may include:

i. Increased setbacks; and/or,

ii. Provision of landscaped buffers.

e) Mobile Home Residential shall be designed on the basis of a plan of subdivision, and shall be subject to a Roads & Services Agreement.

f) All development proposals within this designation may be required, at the discretion of the City, to be subject to the Site Plan Approval process, as established by the City.

4.3 The Commercial Areas

4.3.1 Intent

a) The East Royalty Area will generate increased demands for a range of new or enhanced commercial uses to provide for a more complete community.

b) The primary types of commercial facilities, which will be required to serve new residents, will largely be of a neighbourhood commercial and service commercial nature. Other, larger scale commercial facilities may also be required to serve both a City-wide and Regional function.

c) It is the intent to enable the establishment of a compact "Village Centre" on St. Peters Road in the general area between Macrae Drive and MacWilliams Road.

d) The Village Centre is intended to become a vibrant, mixed-use centre within the community that promotes pedestrian-oriented retail and service commercial uses, medium and high density residential uses as well as other employment, community and institutional uses in order to bring greater activity to the area both during the day and at night. The Village Centre shall be oriented to pedestrians, cyclists and users of transit, but shall also accommodate access to the area by private automobiles.

e) On the Village Centre lands, it is the intent of the City to promote a variety of small and medium scale retail and service commercial facilities, office and institutional uses, and community uses in a form that mixes those uses within the community, as well as specifically on or within individual sites or buildings and on the site. Stand-alone and mixed-use buildings will be both permitted. Larger scale commercial facilities with extensive surface parking are discouraged from locating within the Village Centre, but

f) It is also the intent of the City that the Village Centre will:

i. Ensure a vibrant, inviting and appealing atmosphere on these lands and within the public realm that will attract residents and new businesses, encourage walking and cycling and resonate positive image of East Royalty with local residents and visitors alike;

ii. Facilitate the development of a new shopping, entertainment, dining and employment area or destination in the area; and,

iii. Ensure that development within the Commercial Area is comprehensively planned to ensure that the impacts of servicing, access, loading and parking can be adequately addressed.

g) In addition to the vision intended for the Village Centre, additional commercial uses will be encouraged and provided for at various other locations along St. Peters Road, which is subject to Provincial approval. These other commercial locations will enable more traditional forms of commercial uses, which will allow larger scale, space extensive retail uses more focused on access by private automobiles.

h) The following two commercial land use designations are provided for within the East Royalty area:

i. Village Centre Commercial; and,
ii. Commercial.

i) The implementing Zoning By-law further refines the list of permitted, conditional and/or prohibited land uses for the applicable Zone categories that pertain to the Village Centre Commercial and Commercial designations.

4.3.2 General Policies

a) Within the Village Centre area, the City may prepare, either independently or in conjunction with major landowners or relevant development interests, a Village Centre Master Plan, which shall include the following components:

i. Road, Block and Land Use Plan - The Road, Block and Land Use Plan will identify the conceptual layout of the Village Centre, including a more specific distribution of land uses, potential building envelopes and heights, parking and loading areas, and parks and landscaped areas;

ii. Streetscape and Open Space Plan - The Streetscape and Open Space Plan will identify the function, design and treatment of all the internal road types, location of all public sidewalks, on-street bikeways, and the various components of the open space system, and the integration of these facilities with existing, proposed and future land uses; and,

iii. Design Guidelines - The Design Guidelines will provide more detail attached to this Plan as Appendix A, and any other applicable policies of this Plan. These Guidelines will articulate building height, massing and form, building setbacks, the arrangement of buildings on lots and the treatment of on-site parking.

b) In order to improve the economic viability of commercial centres, consolidation of properties is encouraged to ensure functionally obsolete structures are renovated or removed and a more efficient and intensive utilization of land is achieved.

c) Development and redevelopment shall be oriented towards the street in the form of plazas and multi-unit buildings to ensure orderly development, which is integrated with adjacent properties, and to achieve economic stability. Single use buildings shall be developed on a comprehensive scale where no land use conflicts would occur or where an expansion of an existing single use would allow for improved design and functions of the site such that it is integrated with adjacent development.

d) Prior to considering an application for new development within the Village Centre Commercial designation, the City shall be satisfied that:

i. Adequate parking for automobiles and bicycles and loading facilities are provided on the site;

ii. Buildings are of size, height and overall massing that provides for an appropriate and desirable scale to in relation to the vision for the Centre and the overall community;

iii. New or redeveloping uses incorporate landscaping to enhance the site, the street and the surrounding properties and areas;

iv. Outdoor storage areas if/where permitted, are substantially screened from view from passing traffic; and,

v. All options respecting shared access from the road are reviewed and implemented, if feasible.

4.3.3 Village Centre Commercial

Permitted Uses

a) Buildings within the Village Centre Commercial designation are encouraged to accommodate an array of uses. This mixture of uses is encouraged not just within the designation in general, but also on individual development sites, and within individual buildings.

High activity uses that animate the streetscape and encourage foot traffic, such as retail uses, are encouraged at-grade and/or along the Arterial and Collector Road frontages, with uses such as offices, recreational, cultural and residential uses on second floors and above and/or behind the street-related facade.

Office and other appropriate employment uses shall be encouraged above grade in mixed-use buildings located throughout the Village Centre Commercial designation.

b) The implementing Zoning By-law shall distinguish the list of permitted and/or prohibited land uses within the Village Centre Commercial designation.

Development Policies

c) Development within the Village Centre Commercial designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone categories that pertain to the Village Centre Commercial designation.

d) It is recognized that the establishment of the Village Centre as envisioned by this Plan may happen over a relatively long period of time. Achievement of the final vision for the Village Centre is not likely to occur within the first phases of development. As such, it is acknowledged that the vision may be achieved incrementally and that initial phases may be considered to be inconsistent with the long term vision for the Centre. This phased approach is acceptable, provided that such interim or transitional uses or forms of development do not preclude the achievement of the long term vision for the Centre from being achieved.

4.3.4 Commercial

Permitted Uses

a) The Commercial designation within the East Royalty Area is intended to accommodate the more traditional commercial uses or buildings that would locate outside of the Village Centre designation on the basis of their size or requirements for parking, access or other considerations. However, the Commercial designation is still intended to

accommodate an array of uses within the designation in general, as well as on individual development sites and within individual buildings. In addition, high activity uses that animate the streetscape and encourage foot traffic, such as retail uses, are encouraged to locate at-grade and/or along the Arterial and Collector Road frontages, with uses such as offices, recreational, cultural and residential uses on second floors and above and/or behind the street-related facade. Parking is encouraged to locate to the rear and to the side of any building, away from the street frontage.

b) The implementing Zoning By-law shall distinguish the list of permitted and/or prohibited land uses within the Commercial designation.

Development Policies

c) Development within the Commercial designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone categories that pertain to the Commercial designation.

4.4 The Employment Area

4.4.1 Intent

a) The Employment Areas identified on Schedule 2 of the Master Plan represent existing and/or planned employment lands or facilities. The East Royalty Master Plan promotes further development of these Employment Areas for a variety of industrial and business park uses. These designations will be aimed at broadening the number, variety and type of employment opportunities to create jobs and to complement various economic and employment development strategies and initiatives.

b) Retail and service commercial uses intended to serve the local employment uses. Such uses shall be limited in size, and shall be incorporated into the buildings that accommodate other permitted uses; and,

c) The implementing Zoning By-law shall distinguish the list of permitted and/or prohibited land uses within the Business Park designation.

Development Policies

d) Development within the Employment Area designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone category that pertains to the Business Park designation.

4.4.2 Community/Institutional

a) It is the intent of this Plan that the East Royalty Master Plan Area be well served by a full array of institutional and community uses.

Development Policies

b) The implementing Zoning By-law shall distinguish the list of permitted and/or prohibited land uses within the Community/Institutional designation.

c) Ancillary retail and commercial uses, where permitted, shall be located on the ground floor in mixed use buildings.

d) All development shall be consistent with the Design Criteria attached as Appendix "A" and/or the Design Guidelines for the Public Realm attached to this Master Plan as Appendix "B".

4.5 The Greenlands System

4.5.1 Intent

a) In the development of the East Royalty Area, every effort will be made to ensure that sufficient lands are provided in appropriate locations for parks, schools and other facilities to meet neighbourhood and community needs. Parks will be located in such a manner which will provide all residents with convenient accessible recreation and education opportunities. Other facilities not shown on Schedule 2 should be connected to accessible locations on major roadways.

b) It is the intent of the City to establish a linked Greenlands System that also acts as a fundamental element of the urban structure of the East Royalty Area.

c) The inclusion of all the associated elements and related activities into an interconnected Greenlands System will protect and enhance identified significant natural heritage features and their associated functions and expand the recreational opportunities available to all residents of the East Royalty Area.

d) The primary land uses in Greenlands System shall be for active and passive recreation purposes, public parks, playing fields, recreation facilities, playgrounds, nature trails, conservation, viewing areas and existing uses. Limited commercial uses, which are ancillary to, and support the permitted uses shall also be permitted.

e) The Greenlands System is more fully articulated by the following designations on Schedule 2:

i. Environmental Open Space; and,

ii. Parks/Open Space

Although potential locations of existing or proposed Stormwater Management Facilities are shown conceptually on Schedule 2 and are allowed in any land use designation within East Royalty, they functionally form part of the overall linked Greenlands System.

4.5.2 Environmental Open Space

a) This designation and associated policies are designed to identify, protect and enhance the environmental features and functions that will form a strong and permanent Greenlands System.

b) Development or site alteration is not permitted within the Environmental Open Space designation.

c) The removal or destruction of natural features within the Environmental Open Space designation by unauthorized development or site alteration is prohibited. Such removal or destruction will not provide the rationale for the removal of these lands from the Environmental Open Space designation. Restoration, to the satisfaction of the Authority having Jursdiction will be required.

d) Infrastructure and road design and construction shall be sensitive to the features and functions within the Environmental Open Space designation, and shall include content sensitive design and innovative technologies to minimize impacts and enhance the Greenlands System.

e) Where lands within the Environmental Open Space designation are held in private ownership, nothing in this Plan requires that these lands be free and available for public use. Similarly, City Council is not obligated to purchase and/or obtain lands identified as part of the Environmental Open Space designation.

Permitted Uses

f) Uses permitted on those lands designated Environmental Open Space shall include the following and may be subject to Provincial and/or Federal regulations:

i. Forest, fish and wildlife management;

ii. Infrastructure and roads;

iii. Low intensity recreational uses that require very little terrain or vegetation modification and few, if any, buildings or structures, including but not limited to:
- non-motorized trail use;
- natural heritage education and appreciation; and,
- passive park use on public and institutional land.

4.5.3 Parks/Open Space

a) Development within the Parks/Open Space designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone category that pertains to the Parks/Open Space designation.

b) The policies applicable to the lands designated Parks/Open Space on Schedule 2 – Land Use are found in Sections of the Official Plan. In addition to the policies of the Official Plan, the following policies apply within the East Royalty Master Plan Area:

i. Public Parkland will be obtained through the parkland dedication provisions of the Planning Act, Zoning By-law and will be distributed throughout the neighbourhood within a 5-minute walking distance of the majority of residents.

ii. Where possible, Parks/Open Space should form part of the broader Greenlands System comprised of watercourses, stormwater management facilities, hydro corridors and protected woodlands.

iii. Parks/Open Space should be widely distributed throughout the Master Plan Area to ensure easy access and multiple opportunities for rest, relaxation and visual interest. It is understood that some parkettes will cater to primarily a local resident population, while others will have a broader range of users and activities.

Development Policies

c) The implementing Zoning By-law shall distinguish the list of permitted and/or prohibited land uses within the Parks/Open Space designation. Permitted Uses

4.5.4 Parks/Open Space in the Residential Neighbourhoods

a) The following policies apply to the establishment of Parks/Open Space throughout the Residential Neighbourhoods:

i. A park shall have substantial frontage on the abutting sidewalk and shall be developed generally consistent with the Design Guidelines attached to this Plan as Appendix A;

ii. Parks shall be designed to reinforce a high quality formalized relationship with its adjacent building use, streetscape and/or component of the Greenlands System;

iii. Landscape elements and features within the parks shall be designed to define and articulate activity areas, circulation, entry points, seating and gathering areas.

b) Where land designated Parks/Open Space is under private ownership, it is not intended that this land will necessarily remain so designated indefinitely, nor will this plan be construed as implying that these areas are free and open to the general public. In this regard, when an application is made requesting a change of land use for such lands and the Municipality or other public agency does not wish to acquire the lands in order to maintain the open Space, due consideration shall be given by Council as to the most desirable use.

4.6 Future Development Area

4.6.1 Intent

The Future Development Area identifies areas that are not serviced and that need further planning to determine the most appropriate uses. A plan amendment will be required to change the land use designation of these lands.

a) Lands designated on Schedule 2 – Land Use as Future Development Area shall be deemed to be placed in a holding category until such land is adequately serviced or deemed appropriate for development.

b) The implementing Zoning By-law and the Charlottetown Official Plan shall distinguish the process by which it is determined appropriate to release lands to be available for development within the Future Development land designation.

4.7 Comprehensive Planning Area

a) The policies applicable to the lands designated Comprehensive Planning Area in Schedule 2 – Land Use are found in Sections of the Official Plan.

b) The implementing Zoning By-law shall distinguish the regulatory process list of permitted and/or prohibited land uses within the Comprehensive Planning Area designation.

5.0 Infrastructure Policies

5.1 Stormwater Management

a) The policies applicable to Stormwater Management are found in the Official Plan.

b) The following policies apply within the East Royalty Master Plan Area:

i. Stormwater management facilities shall be permitted in all land use designations within the East Royalty Master Plan Area, except for the Environmental Open Space designation.

ii. Stormwater management facilities may be permitted in an Environmental Open Space designation without the need for a further Amendment to this Plan.

iii. Stormwater management facilities will be key features within the community contributing to the appearance and ambience of the neighbourhood, while achieving functional objectives related to flow moderation and water quality.

iv. Stormwater management facilities will blend with the natural landscape.

v. Stormwater management facilities will not be fenced, but rather will be designed with trails, overlooks and interpretive signage so that they are an integral part of the East Royalty Greenlands System.

vi. Stormwater management facilities shall be designed generally consistent with the Design Guidelines attached to this Plan as Appendix A.

5.2 Transportation

Intent

a) The existing and proposed transportation system for the East Royalty Area is shown on Schedule 3 – Transportation, to the Master Plan. All existing and future roads within the East Royalty Area shall be developed to be consistent with Schedule 3, as well as in conformity with the Official Plan.

b) The proposed transportation system for the East Royalty Area shown on Schedule 3 – Transportation, is premised on a number of improvements in order to increase the efficiency, functionality and connectivity of the system and the permeability of the Community. These improvements propose construction or extension of several collector and local roads, new intersections, road realignments, and the re-opening of the Prom Acadian bridge crossing. The Master Plan also provides for improvements to the

pedestrian and cycling routes, as well as providing for land use arrangements that also encourage greater usage of these alternative modes of transportation. The proposed transportation system will also offer enhancements to the public transit system by providing for a new bus route that loops through the south end of the community by way of re-opening of the Bridge Street crossing.

Road Hierarchy

c) St. Peters Road is the major east to west Arterial Road that bisects the central part of the East Royalty Area. This road is the major thoroughfare through the heart of the Community and the proposed location for the Village Centre designation. The Charlottetown Perimeter Highway/Riverside Drive forms the west boundary of the East Royalty Area and provides access to St. Peters Road.

d) Schedule 3 – Transportation, anticipates the extension or establishment of several new east to west Arterial, Collector and Local road connections, both north and south of St. Peters Road. The Plan also anticipates the extension of Acadian Drive/Murchison Lane to north and south, which requires a proposed re-opening of the bridge crossing Wright's Creek/Hillsborough River. The extension of Acadian Drive as proposed will enable establishment of a proposed bus route loop to serve the East Royalty Area.

e) The pattern of Local roads (existing and proposed) that will develop in the future will be identified as development proceeds and plans of subdivision are designed. Right-of-ways for these roads will be a minimum of 18.2 metres and a maximum of 20 metres. Key Local Roads are symbolically identified on Schedule 3 – Transportation to provide guidance for future development.

f) Additional policies applicable to the provision of transportation services within the East Royalty Master Plan Area are found in the Official Plan.

g) All roads within the East Royalty Master Plan Area shall be developed generally consistent with the Design Guidelines attached to this Plan as Appendix A.

6.0 Implementation

As part of the implementation process of this Master Plan, the Council of the City of Charlottetown shall prepare and adopt new Zoning and Subdivision Bylaws designed to support the policies of this Master Plan. Changes to the Zoning By-law in this area will be carried out through a similar public process to the adoption of this Master Plan.

The Design Criteria appended to this plan as Schedules "A" and Schedules "B" will function as an implementation tool for successive approval processes that are required to implement this

Plan. This Design Criteria will guide developers, builders and the City to ensure that the expectation of design quality outlined in the East Royalty Neighbourhood Master Plan is both understood and achieved.

7.0 Conclusion

This Master Plan is intended to be the guiding document to direct growth and development in the East Royalty neighbourhood for decades to come. It is expected that change will occur incrementally as the vision of this plan is realized.

This plan recognizes the potential for East Royalty to grow and develop to be a vibrant, healthy, sustainable, life long neighbourhood. As East Royalty grows it is important that change occurs in a responsible manner and that East Royalty evolves into a neighbourhood that is diverse and able to meet the needs of its residents now and into the future. This plan sets out the policy and framework for responsible change to occur. Responsible change occurs only when there is clear direction. A direction that considers land use compatibility, amenities for its residents, timely servicing, a range of housing options, sustainability and facilities that support a healthy lifestyle.

In order for the vision of this plan to be realized partnerships will have to form between various levels of government, the development community, private landowners, residents and community groups. Investment, from both the private and public sector is essential. Strong partnerships between the public and private sector as well as investment will help to ensure that the vision of this plan is realized.

The lifespan of this plan is intended to be a 30 year period. Therefore, it is hard to anticipate all of the changes that will occur over the life of this plan. This plan is not meant to be a static document. As change occurs the plan should adapt. It is important that this master plan be reviewed from time to time to determine its effectiveness.

CITY OF CHARLOTTETOWN
East Royalty Master Plan

APPENDIX A

Design Policy for the Private Realm

Approved by Planning Board – September 9, 2015

Adopted by City Council – September 14, 2015

TABLE OF CONTENTS

1.0 INTRODUCTION

2.0 DESIGN GUIDELINES FOR THE PRIVATE REALM

2.1 ALL DEVELOPMENT

- 2.1.1 Blocks and Lots
- 2.1.2 Built Form
- 2.1.3 Building Relationship to Roads and Open Space
- 2.1.4 Parking & Loading

2.2 RESIDENTIAL DEVELOPMENT

- 2.2.1 Single Detached & Semi-Detached Houses
- 2.2.2 Townhouses
- 2.2.3 Apartments
- 2.2.4 Front Garages

2.3 URBAN HIGHWAY COMMERCIAL AND MIXED USE DEVELOPMENT

2.4 PUBLIC/INSTITUTIONAL BUILDINGS

1.0 INTRODUCTION

The Design Criteria are separated into two distinctive areas to ensure continuity between the public and private realm. The Design Criteria for the private realm will form a part of the policy of the East Royalty Plan. The Design Criteria for the public realm will form a non-statutory part of the East Royalty Master Plan. The purpose of the design criteria is to promote an appropriate built form within the Master Plan Area that achieves a community with well-designed and high quality public and private realms. Providing clear Design Criteria also ensures a sense of identity is created through the design of built form, streetscape, and open spaces in the East Royalty Master Plan Area.

The use of design policy and guidelines is based on the understanding that a balance between policy and regulation provides flexibility that will encourage alternative and innovative design solutions, while responding to changes in the market over time. Within this framework, the overarching community design principles are to:

- Provide a full range and mix of housing types;
- Integrate a linked greenlands system that includes a variety of public parks, environmental features and stormwater management facilities;
- Protect and preserve existing environmental features from any negative impacts associated with new and adjacent development; and,
- Integrate a modified grid pattern of roads to maximize connectivity and continuity both within the community.

The policies of the Master Plan require that all new development be "consistent" with the design criteria. The guidelines on the other hand provide a significant degree of inherent flexibility in how they are interpreted and ultimately, applied.

These Design Criteria will function as an implementation tool for successive approval processes that are required to implement the East Royalty Master Plan, including Draft Plans of Subdivision and Site Plans. This document will guide developers, builders and the City to ensure that the expectation of design quality outlined in the East Royalty Master Plan is both understood and achieved. As noted, all development within the Area shall be generally consistent with both policy and design Guidelines, to the satisfaction of the City of Charlottetown.

The Design Criteria are divided into two parts: the public and private realm. The public realm will encompass streetscapes, parks and open spaces, off-road trails, and stormwater management facilities, while the private realm will include housing forms and mixed use developments developed primarily by the private sector.

2.0 DESIGN GUIDELINES FOR THE PRIVATE REALM

The private realm of the East Royalty Master Plan Area is comprised of the built form developments and their relationship to each other, open spaces, and roads. The residential, commercial mixed use and institutional buildings and lands within a community contribute to its character and can further define and complement the public realm.

This section provides for the design of built form and how it should address the streetscapes and open spaces in the private realm. Guidelines that apply to all development are provided, followed by specific Guidelines for residential development, highway commercial and mixed use development, and institutional development. These Guidelines are to be read in conjunction with the policies of the East Royalty Master Plan.

2.1 ALL DEVELOPMENT

Certain standards for development will be common to all areas in East Royalty. Common characteristics pertaining to the following areas of consideration are outlined below:

- blocks and lots;
- built form;
- the relationship of buildings to the road and open space; and,
- parking and loading.

2.1.1 Blocks and Lots

Development block configuration should demonstrate the following standards:

- Developable lands should be subdivided into a series of development blocks, defined by a highly interconnected grid, or modified grid system of public roads and, and where appropriate, lanes.
- Development block densities will reflect the road network hierarchy, which itself will respond to topography while providing a permeable transportation pattern.
- The size and configuration of each development block will:
    - be appropriate to its intended use;

- facilitate and promote pedestrian and bicycle movement; and,

- provide a sufficient number and, where appropriate, range of building lots to achieve cost effective and efficient development.

- Development blocks should be configured to ensure visual diversity and to avoid long and monotonous blocks.

- Undulating terrain and curves in the road will be used where appropriate to provide visual diversity, without reducing the walkability of a neighbourhood.

- Varying block lengths are permitted and encouraged to reflect topography and road alignment.

- Each development lot in a block must have frontage on a public road or laneway.

2.1.2 Built Form

- New development will be compatible with adjacent and neighbouring development by ensuring that the siting and massing of new buildings does not result in undue adverse impacts on adjacent properties, particularly in regard to adequate privacy conditions for residential buildings and their outdoor amenity areas.

- Land use compatibility between uses and scales of buildings shall be achieved through appropriate siting, design and landscape treatment.

- A variety of architectural elements such as entry porches, dormers, material detailing will be employed to create a distinctive character for each streetscape.

- Rooftop equipment should be unobtrusive, architecturally incorporated into the design of the building and/or screened from view.

- Access from sidewalks and public open space areas to primary building entrances should be convenient and direct, with minimum changes in grade.

2.1.3 Building a Relationship to Roads and Open Space

- Buildings should be street-front oriented and provide direct street access for pedestrians.

- To reinforce the road, lane and block pattern, the following measures will be employed:

    - buildings will be generally aligned with a public road;

    - buildings will be located in proximity to the property line adjoining the public road or in alignment with existing adjacent buildings within the streetscape;

    - siting and massing of buildings will provide a consistent relationship, continuity and enclosure to the public roads;

    - buildings located adjacent to, or at the edge of parks and open spaces will provide opportunities for overlook into the open space;

    - the massing, siting and scale of buildings located adjacent to, or along the edge of a park or open space will create a degree of enclosure or definition appropriate to the type of open space they enclose; and,

    - buildings of significant public use or architectural merit may be sited to specifically differ from the surrounding urban fabric in order to emphasize their importance as landmarks.

2.1.4 Parking & Loading

- To reduce the impact of surface parking and to provide at grade amenity areas, automobile parking areas (including garages, driveways, parking lots) should generally be sited to the side or rear of buildings, or, preferably below grade. Structured parking should be strongly encouraged for higher density forms of development.

- To enhance the quality and safety of the public streetscapes the construction of parking lots/structures that occupy significant proportions of the at-grade frontage of public roads should be discouraged.

- The softening of the impact of the large areas of surface parking through building orientation, boulevard landscaping treatments and landscapes islands is required.

- Bicycle parking should generally be located near building entrances and other places where passive visual surveillance can be maximized.

- Safe and comfortable pedestrian connections should be provided between bicycle parking areas and a buildings main entrance.

- Loading areas, and outdoor and fully enclosed refuse collection areas, should be unobtrusive and screened and shall generally be located at the side or the rear of buildings.

- No open storage is permitted within the East Royalty Master Plan Area except as permitted under the Zoning By-law. Where open storage is permitted by the By-law, it shall be unobtrusive and screened, and shall generally be located at the side or the rear of the building.

2.2 RESIDENTIAL DEVELOPMENT

Residential development within the East Royalty Master Plan will include a variety of housing types that address the street and open spaces to enhance the pedestrian experience.

2.2.1 Single & Semi-Detached Houses

- The main building face should be appropriately setback from the edge of the right-of-way and to generally align with existing homes on adjacent properties. The setback may include the main building face as a main wall or significant architectural element such as a veranda or roofed porch.

- Where appropriate, varied setbacks are encouraged within 4.5 to 6.0 metres to provide an interesting street edge.

- Where garages are provided in the front yard, they should be set behind or flush with the main building face or significant architectural elements, and the garage door shall not protrude beyond the main face of the building. In the case of houses with a double car garage and double-wide driveway, the garage doors facing a public road, shall be set back a minimum of 7.5 metres from the road right-of-way. This guideline does not apply to Laneways.

- Entry features and other architectural elements should be incorporated into the front elevation of the house to reduce the visual dominance of the garage and the front drive. These entrance features, such as porches, stairs, and canopies may project into the required setback.

2.2.2 Townhouses

- The siting, massing, and façade design of townhouse units shall be coordinated on a block-by-block basis.

- The elevation of the townhouse block should include variation between units, while reinforcing common characteristics that visually unites the block.

- Variety in the design of roofs is required to break up the massing of townhouse blocks, however the main roof should, where possible, visually appear as one roof.

- The massing and built form of townhouse units adjacent to single/semi-detached dwellings should be complementary to those dwellings through height and architectural elements to promote visual integration.

- Townhouses shall be oriented toward the street with front doors and windows facing the street.

- Townhouses shall, whenever possible, have rear lane garages to reduce visual impact of garages on the street.

- Where garages are provided in the front yard, they should be paired to allow for more substantial front yard green space. Garage doors should not protrude beyond the main front wall, architectural elements or front entry of the dwelling unit.

- Entrance features such as porches, stairs, and canopies may encroach into the required front yard setback.

- Utility meters will be integrated into the design of the townhouse units so that they are screened from view.

- Side and rear elevations visible from public areas should have upgraded façade treatments.

- Townhouse built form will be limited to a maximum of 8 units, with 6 units preferred. Where 8 units are proposed, individual unit widths should not exceed 6.5 metres.

2.2.3 Apartments

- Apartment buildings and their surrounding landscaping should be designed to help define the street edge.

- To act as an attribute to the street, apartment buildings should be oriented to front, face and feature the public road. A substantial portion of the building should front the public road at a minimum setback.

- Entrances are to be located and oriented to public roads.

- Visitor drop-off areas and bicycle racks should be included in front of the building.

2.3 URBAN COMMERCIAL AND MIXED USE DEVELOPMENT

- Retail/commercial uses will be encouraged at the ground level and office commercial and residential uses are encouraged on the upper levels of buildings.

- The side and rear of buildings abutting low to medium density residential properties should be of similar height as the residential dwellings or should be stepped to maintain an appropriate scale in relation to adjacent residential uses.

- Lots and buildings should be oriented to front, face and feature public roads, especially at corners.

- Parking, loading and service areas at the rear or side of buildings (or below grade) should be set back from the road right-of-way, with minimal parking along the street edge.

- Conflicts between shipping vehicles, cyclists and pedestrians must be minimized through signage, pavement markings, and delineation of the pedestrian right-of-way.

- Special landscape treatment should be considered at the intersections of all Collector Roads.

- Landscape treatment of individual properties within commercial/mixed-use areas should be coordinated to create an image of the entire area.

- Building façades should be treated as pedestrian areas and public spaces:

    - pedestrian areas in front of buildings should be wide and well-landscaped with furniture, lighting and planting;

    - tree planting should be carefully planned with signage to avoid conflict;

    - canopies should be considered to provide weather protection to pedestrians; and

    - planting should be in large continuous planting beds.

- Building entrances should be prominent and linked to the sidewalk through walkways, covered porches, or hard-surfaced patios/parkettes.

- Safe and convenient access to the building's bicycle parking area(s) should be provided for cyclists.

- Front yard setbacks can be either hard or soft surfaced depending on use, and are to help define pedestrian walks, main building entrance, and screen parking areas.

- The front yard should include a low visually permeable fence at the edge of the sidewalk to define the semi-private areas and add continuity to the streetscape.

- Parking areas should be screened from streets, open spaces, and residences through the provision of low landscaping and fencing elements.

- Planting strips that include trees, shrubs and ground covers are to be used to break large parking areas into smaller pods.

- Pedestrian and bicycle circulation through parking lots should be defined through the use of special paving, markings, landscape treatment, and lighting to the building entrance.

- The architectural treatment of visible flanking façades shall be coordinated and in consistent quality to that of the front façade.

- Windows should be provided where building façades overlook streets or open space.

- Entrances to prominent buildings should be highlighted with entrance canopies, awnings, and other architectural elements.

- To avoid a monotony of roofs, a variety of roof shapes and elevations should be considered.

- Rooftop equipment on any building shall be unobtrusive, architecturally incorporated into the design of the building and/or screened from view.

2.4 PUBLIC/INSTITUTIONAL BUILDINGS

- Public/Institutional buildings shall be sited prominently and where possible, should terminate views.

- Building size and scale should not appear to dominate adjacent residential areas.

- The front door of all public/institutional buildings should be easily accessed and connected with a walkway to the sidewalk on the road. Pedestrian walkways located on institutional sites should ensure a safe, comfortable and an attractive environment for walking.
- Pedestrian access to present and future transit stops should be provided.

- Safe and convenient access to the building's bicycle parking area(s) should be provided for cyclists.

- Vehicular shortcutting through institutional sites should be eliminated and discouraged through effective site planning.

- Outdoor areas should be well-lit to provide safe outdoor space for users at night, and to facilitate crime prevention.

- Public/Institutional building sites should be well landscaped in recognition of their prominent locations and status as landmark buildings.

- Landscaping should contribute to a pedestrian-friendly environment.

- Hard and soft landscaping should be used to improve the safety of public spaces by proving clear sight lines and eliminating places to hide.

- Landscaping will be used to create buffers between areas where no other means of separation between incompatible land uses are acceptable.

- Public/Institutional buildings shall exhibit a high standard of architectural design, materials and finishes, and reflect the scale and character of surrounding neighbourhoods.

- Rooflines and parapets should screen all roof-top mechanical units from public and private view.

- Building elevations should provide visual interest through their design, articulation and fenestration.

- Elevations should have pedestrian scaled articulation, detailing and fenestration.

- Canopies and overhangs should be used to create sheltered pedestrian routes and add depth to the appearance of façades.

- Primary building entrances should be clearly visible from the street.

CITY OF CHARLOTTETOWN
East Royalty Master Plan

APPENDIX B

Design Guidelines for the Public Realm

Approved by Planning Board – September 9, 2015

Adopted by City Council – September 14, 2015

TABLE OF CONTENTS

1.0 INTRODUCTION

2.0 DESIGN GUIDELINES FOR THE PUBLIC REALM

2.1 ROADS
- 2.1.1 St. Peter's Road/Arterial Roads
- 2.1.2 Collector Roads
- 2.1.3 Local Streets
- 2.1.4 Laneways
- 2.1.5 Traffic Circles

2.2 STREETSCAPE ELEMENTS
- 2.2.1 General Streetscaping
- 2.2.2 Streetscaping for Transit
- 2.2.3 Gateways

2.3 TRAIL NETWORK

2.4 PARKS/OPEN SPACE
- 2.4.1 Environmental Open Space
- 2.4.2 Neighbourhood Parks
- 2.4.3 Parkettes

2.5 STORMWATER MANAGEMENT FACILITIES

2.6 UTILITY SERVICES

1.0 INTRODUCTION

The Design Criteria are separated into two distinctive areas to ensure continuity between the public and private realm. The Design Criteria for the private realm will form a part of the policy of the East Royalty Plan. The Design Criteria for the public realm will form a non-statutory part of the East Royalty Master Plan. The purpose of the design criteria is to promote an appropriate built form within the Master Plan Area that achieves a community with well-designed and high quality public and private realms. Providing clear Design Criteria also ensures a sense of identity is created through the design of built form, streetscape, and open spaces in the East Royalty Master Plan Area.

The use of design policy and guidelines is based on the understanding that a balance between policy and regulation provides flexibility that will encourage alternative and innovative design solutions, while responding to changes in the market over time. Within this framework, the overarching community design principles are to:

- Provide a full range and mix of housing types;
- Integrate a linked greenlands system that includes a variety of public parks, environmental features and stormwater management facilities;
- Protect and preserve existing environmental features from any negative impacts associated with new and adjacent development; and,
- Integrate a modified grid pattern of roads to maximize connectivity and continuity both within the community.

The policies of the Master Plan require that all new development be "consistent" with the design criteria. The guidelines on the other hand provide a significant degree of inherent flexibility in how they are interpreted and ultimately, applied.

These Design Criteria will function as an implementation tool for successive approval processes that are required to implement the East Royalty Master Plan, including Draft Plans of Subdivision and Site Plans. This document will guide developers, builders and the City to ensure that the expectation of design quality outlined in the East Royalty Master Plan is both understood and achieved. As noted, all development within the Area shall be generally consistent with both policy and design Guidelines, to the satisfaction of the City of Charlottetown.

The Design Criteria are divided into two parts: the public and private realm. The public realm will encompass streetscapes, parks and open spaces, off-road trails, and stormwater management facilities, while the private realm will include housing forms and mixed use developments developed primarily by the private sector.

2.0 DESIGN GUIDELINES FOR THE PUBLIC REALM

The public realm of the East Royalty Master Plan Area is comprised of public roads and their associated spaces and amenities (traffic circles, gateways, streetscaping), open spaces such as parks and parkettes, the off-road trail network, and stormwater management facilities. This section provides general guidance for the design of these major components of the public realm. The following Guidelines are intended to be read in conjunction with the East Royalty Master Plan. It is the intent that development pays for itself, and that benefitting landowners and developers pay the costs of development in conformity with this Plan.

2.1 ROADS

Development in the East Royalty Plan Area will accommodate a street network made up of 'main street' collector roads, two types of local roads, and laneways. The proposed street network is linked to the existing road network through the 'main street' collectors and the future trail system, identified in the Master Plan. In order to ensure maximum efficiency, connectivity, and mobility within the community, pedestrian, cyclist, and vehicular movement should function as an integrated network.

This Section of the Design Guidelines is intended to encourage various modes of transportation. All street treatments will be further finalized and detailed in Plans of Subdivision. General guidelines for road design include:

- Provide clear, safe and efficient access to community facilities such as commercial areas, and open space features;
- Ensure pedestrian access throughout the community by providing sidewalks and trails throughout the community; and,
- Promote tree-lined and well-shaded streets to create sense of comfort and promote walking and cycling.

These Design Guidelines identify the following street types, to be applied within the East Royalty Master Plan Area:

- St. Peter's Road and other Arterial Roads;
- Collector Main Street;
- Local Street; and,
- Laneways.

2.1.1 St. Peter's Road/Arterial Roads

The Trans Canada Highway and St. Peter's Road are regulated by the Provincial Roads Act. St. Peter's Road bisects the East Royalty community. Other identified Arterial Roads are under the jurisdiction of the City.

St. Peter's Road and other Arterial Roads will act as major connecting links, connecting East Royalty to the Downtown and to the rest of Prince Edward Island.

In the long-term, St. Peter's Road and the other Arterial Roads may become 4-lane roads.

Arterial Roads, will have minimum 1.8 metre bicycle lanes on both sides, as well as minimum 1.8 metre sidewalks on both sides.

The following guidelines articulate the Arterial Roads typology, with variations intended to be compatible with surrounding land uses:

- Traffic lane widths should be 3.7 metres, as per the Provincial Regulations.
- Individual, direct access to any development site, or building lot abutting an Arterial Road shall be extremely limited and prohibited in the most part to improve traffic flow and the attractiveness of the street. Parking will not be allowed.
- Arterial Roads may accommodate transit facilities.

2.1.2 Collector Roads

Collector Main Streets will connect local residents to the existing City of Charlottetown street network and beyond.

To highlight Collector Roads as significant community roads, higher density development should line both sides of the street in most portions of the network, with bike lanes and sidewalks provided throughout the network.

A strong and continuous street façade should be achieved with high quality streetscaping details.

The following guidelines articulate the Collector Roads typology, with variations intended to be compatible with surrounding land uses:

- All Collector Roads should have a right-of-way width of between 20.0 and 22.0 metres.

- Traffic lane widths should be a maximum of 3.5 metres.

- Sidewalks shall be provided on both sides of the street and should be a minimum of 1.8 metres wide.

- Bike lanes shall be provided on both sides of the street, and should be at least 1.8 metres wide.

- Street trees should be provided on both sides of the street.

- Individual, direct access to any development site, or building lot abutting a Collector Road shall be minimized to both improve traffic flow and improve the attractiveness of the street.

- All Collector Roads may accommodate transit facilities.

- Parking may be permitted on both sides of the street, subject to an evaluation by the City. The parking lane should be a maximum of 2.2 metres in width.

- Where the abutting, at grade land use is residential, there should be a grass boulevard between the back of the curb and the edge of the sidewalk. This grass boulevard should be a minimum of 1.6 metres wide, and accommodate street lights and street trees.

- Where the abutting at grade land use is non-residential, the boulevard should be a minimum of 3.6 metres wide where curbside parking is provided on both sides of the street, or a minimum of 4.7 metres wide where curbside parking is provided on only one side of the street. This boulevard should accommodate an extended sidewalk, street trees and street lighting. The boulevard may also accommodate enhanced streetscape features, including benches, bike racks, planters and garbage receptacles.

- The City may vary any, or all of these requirements, subject to an appropriate technical evaluation, and the achievement of an appropriate pedestrian and cycling environment.

2.1.3 Local Streets

Local Streets connect to the Collector Road system and link public spaces and development sites.

Local Street

The Local Streets will provide an important connection from the off-street trail network, through the Residential Neighbourhoods to the Commercial and Employment Areas. The Local Street network should be particularly attractive for low density residential development. The following guidelines apply:

- The Local Street should have a maximum right-of-way width of 20.0 metres, and may have reduce rights-of-way depending on their development context. Rights-of-way of as low as 16.0 metres may be considered, subject to approval of the City.
- Sidewalks should be provided on one side of the street at a minimum width of 1.5 metres.
- Grass verges, as an alternative to a full urban cross-section are acceptable for these Local Streets.
- Deciduous street trees shall be provided on both sides of the street.
- Curbside parking may be provided on one side of the street in key locations.
- Pedestrian-scaled lighting is required on at least one side of the street.

2.1.4 Laneways

Laneways provide access to private garage facilities. Where laneways are used, the following general design requirements shall be considered:

- Laneways should have a right-of-way width of between 7.5 and 9.0 metres including a 1.25 utility corridor.
- Where there is sufficient drainage, permeable materials shall be encouraged in laneway construction.
- Appropriate lighting shall be provided.

2.1.5 Traffic Circles

Traffic circles may be located in the intersections of Collector Roads and/or Arterial Roads to calm and direct traffic flows. The landscaped circles, in combination with built form that addresses the circle, will create a space or 'sense of place' and make these features an identifiable characteristic of the community:

- Traffic circles should function as traffic calming devices and be significant landscape features.

- Traffic circles should be designed to accommodate pedestrians and bicyclists in a safe and convenient manner.

- A traffic circle may also be identified as a gateway feature.

2.2 STREETSCAPE ELEMENTS

2.2.1 General Streetscaping

Streetscape elements are considered elements of detail design within the boulevard of the street right-of-way to enhance character and functionality of space. Elements include street furniture (waste receptacles, signage, newspaper boxes, community mail boxes, information kiosks, bike racks, transit shelters and benches), street trees, lighting, special pavement and patterns and materials, and planting.

- Deciduous street trees will be located in the centre of the grass verge.

- Tree species should be planted to form a continuous canopy at maturity, or 8.0 to 10.0 metres on-center.

- Street trees should include a variety of native, broad leaf species with a straight trunk.

- The minimum street tree caliper at the time of planting should be 80 mm.

- Street trees should generally be planted opposite each other on each side of the street.

- To minimize clutter and visual disruption of the road's character, poles, lights, signs and other services should be located along the street tree planting line.

- Height and style of lighting should be consistent with the hierarchy of the road, and lighting design should accommodate both pedestrian and vehicular movement and visibility requirements within the ROW.

- Mailboxes, trash cans, and recycling bins should be clustered together in single locations and placed adjacent to open spaces and/or commercial/community facilities.

- All utilities should be located underground, wherever possible. Where underground services are not possible, utility boxes, including transformers and "box" servicing should be placed in modest spaces (flankage locations, open space, laneways and private property or within the boulevard) where they can be screened with planting.

2.2.2 Streetscaping for Transit

The following guidelines are intended to enhance the attractiveness and convenience of public transit when it is introduced to the East Royalty Master Plan Area in the future.

- Transit stops should be located as close to intersections as possible, and their location coordinated with sidewalks and other neighbourhood trail connections and building entrances.

- Transit shelters should be designed with transparent sides for maximum visibility to and from the interior, so that transit users can see approaching buses and to maximize pedestrian safety.

- Shelters should be located on the boulevard adjacent to the pavement to maximize passenger convenience.

- Curbside transit stop loading areas should be a clear, hard surface area 1.5 to 2 metres wide in front of a shelter to permit safe exit by passengers, including wheelchair users. In all cases, shelters should be set back 0.5 metres from curbs and sidewalks to protect them from damage by snow ploughs.

- Surface texture changes should be provided at transit stops to assist the visually challenged in locating the stop and/or shelter location.

- Where four-sided transit shelters are not possible, overhead open-air canopies should be provided to protect transit users from sun, rain and snow.

- Transit stops should be designed to offer amenities such as seating areas and weather protection. Benches and other roadside furniture such as waste baskets, bike racks, telephones, notice boards, newspaper boxes and refuse containers should be concentrated at bus stops along the main street collectors to maximize their utility and create active public space.

2.2.3 Gateways

The following guidelines should apply to all major and minor gateways:

- A sense of arrival and entry should be created through the coordinated effort of landscaping, built form, high-quality corner development, and streetscape design (actual gates are not to be permitted).

- Streetscaping features at identified gateway locations should include enhanced landscaping and coordinated fencing to frame the entry into the community.

- Gateway features, such as community signage, low walls, fencing or enhanced landscape treatment should be incorporated in the design of entry road intersections and should be coordinated in design and materials with adjacent structure and consistent along main road right-of-way.

- Arterial and/or Collector Roads into the community should include a planted centre median and other design features to signify their importance.

- Gateway intersections should have distinctive surface treatment for pedestrian crossings, including wider sidewalks.

- Gateways may include a water feature that is linked to a stormwater management facility. A hierarchy of gateways should be accentuated by higher building heights, higher roofs, and unified architectural detailing of cornice height, doors, windows, bays, gables and porches.

2.3 TRAIL NETWORK

A trail network will link pedestrians and cyclists throughout the East Royalty Master Plan Area along natural features, stormwater ponds, developed open spaces and parks. Where necessary or desirable, the trail network may run along Local Streets or Collector Roads, and will change in character as it travels through various features depending on adjacent land uses. The following are objectives to be achieved for the trail network:

- Landscape grading along existing creeks, stormwater management facilities and drainage swales will provide a linear network that will be the basis of much of the trail network.

- The trail network will accommodate cyclists and pedestrians, and will provide links to on-street bicycle lanes and sidewalks along roads.

- Trails should have a minimum width of 3.0 metres, where possible.

- Trail design will be based on each site's sensitivity in order to minimize environmental impacts.

- Grades, where possible, should be under five percent. Sustained grades should be limited to 2% or 3%.

- Curb-cuts should be provided at all road crossings to improve accessibility.

- Trails should be clearly signed regarding permitted use and speed. Wayfinding signage should be provided throughout the trail network (including the on and off-street components).

- Trails should be designed to reflect safe passage and restrict access to neighbourhood properties.

- Benches, waste and recycling receptacles, lighting, bicycle racks and natural or built shade structures should be provided at trail heads and at regular intervals along the trails.

- Trails located in proximity to sensitive natural features or adjacent to stormwater management facilities should incorporate interpretive signage at various locations to promote stewardship initiatives that will protect and enhance the features and functions of the natural environment.

- Where trails intersect with motorized vehicle infrastructure or roads, clear signage and safety features will be provided for the safety of both the trail user and motorized vehicle user.

2.4 PARKS/OPEN SPACE

Open spaces comprise critical structural elements of the community. Open spaces within the East Royalty neighbourhoods are to be a safe and accessible framework of parks, parkettes, natural features, and the trail network. To create focus towards these areas from surrounding roads, all parks will have generous roadway frontage. The site design of parks and open space will arise through formal collaboration between the City of Charlottetown and the developer and will accommodate the provisions listed below, based on three categories:

- Environmental Open Spaces;

- Neighbourhood parks; and,

- Parkettes.

2.4.1 Environmental Open Spaces

Environmental Open Spaces are to be protected and enhanced. The following design guidelines are intended to preserve, protect and integrate the environmental elements within the Master Plan Area.

- Development should consider areas were re-planting the environmental edge is necessary to improve the visual appeal and ecological integrity of the edge, in consultation with the City of Charlottetown or the Provincial and/or Federal governments having jurisdiction.

- Development impacts shall be minimized by protecting the environmental edge from sedimentation, soil erosion, or damage to tree trunks and the canopy.

- A planting philosophy should be adopted along the environmental edge that emphasizes drought tolerant and native species.

- Trails should be strategically located in defined buffer zones where possible to minimize soil compaction or disturbance to existing mature vegetation and significant natural features.

- Where appropriate, public views of environmental features should be enhanced by locating developed open spaces/parkettes at the terminus of local roads and homes, which should face onto the natural features.

2.4.2 Neighbourhood Parks

- Neighbourhood parks should provide opportunities for passive and active recreation, and should act as destination points and rest areas for the trail system, wherever possible.

- Neighbourhood parks should have significant road frontage.

- Neighbourhood parks should be designed to meet the needs of children in the neighbourhood (ranging in age from preschoolers to adolescents), providing opportunities for mostly active and some passive recreational activities.

- Neighbourhood parks should include elements such as play structures, informal playgrounds, seating, hard surface areas, shaded areas under tree canopies or open air structures, lighting, distinctive tree, shrub and ground cover planting.

- Landscape design should enhance microclimate opportunities (wind, sun, shade, etc.).

- Group mailboxes and community bulletin boards may be included within neighbourhood parks.

- Pedestrian access should be clearly defined using landscape or architectural elements to ensure an appealing park presence.

- Street trees should be planted along the edge of the park, while enhancing views into the park.

- Park design should ensure visual privacy for adjoining residents.

- Rear lotting adjacent to a neighbourhood park is discouraged.

2.4.3 Parkettes

A parkette is a small component of the open space system, that can be soft surfaced and green or hard surfaced.

- Where possible, parkettes should provide a link to other components of the Greenlands System, and act as destination points and rest areas for the trail system.

- Pathways within parkettes should connect to pedestrian sidewalks and the trail system.

- Parkettes should be located to develop a highly visible and central gathering/socialization area for the surrounding neighbourhood, with visible road frontage, and clearly defined entries.

- View corridors terminating at parkettes should be highlighted through landscape treatment and/or built form elements.

- A distinctive appearance should generally be achieved for parkettes through plant and construction materials.

- Parkettes should include seating, lighting, shaded areas under tree canopies or open air structures, group mailboxes, hard surface areas, distinctive tree, shrub and groundcover planting material and if suitable, a memorial space feature.

- Views to the parkettes should be maximized while ensuring visual privacy for adjoining residents.

- Street trees should be planted along the edge of the parkette, while enhancing views into the park.

2.5 STORMWATER MANAGEMENT FACILITIES

The stormwater pond and channel facilities are designed to help with the infiltration of run-off while promoting sustainability through the provision of habitat and enhancement of ecosystem functions. Stormwater ponds will also provide an amenity space that will address not only the immediate neighbourhood, but those adjacent as well.

- Stormwater facilities shall be designed as vital and significant landscape features that provide a neighbourhood amenity, while achieving functional objectives related to stormwater flow moderation and water quality.

- Ponds are envisioned to blend with the natural landscape, therefore the slope grading of stormwater facilities should ensure natural and variable side slopes and sinuous contours. Inlet and outlet structures will be concealed using a combination of planting, grading and natural stone.

- The banks of stormwater facilities should be stabilized with flood tolerant water's edge plants and native species, including herbaceous and woody vegetation. The perimeter pool should be planted with emergent, strand and submergent species to improve the aesthetics and enhance the performance of the facility.

- Where there is a need to discourage public access to areas around the perimeter of the ponds, living fences and barrier planting will be used in place of fencing. Barrier planting will be comprised of multiple rows of predominantly thorn bearing shrub species. Barrier planting will be installed along the crest of steep slopes, adjacent deep-water areas and around inlet and outlet structures.

- The stormwater ponds shall be accessible by pedestrian and cycling trails that will be part of, or provide connections to, the broader trails network.

- To ensure the ponds are accessible to pedestrians and cyclists, they should not be fenced.

- Stormwater channels may be designed with meandering and naturalized slopes in designated parks.

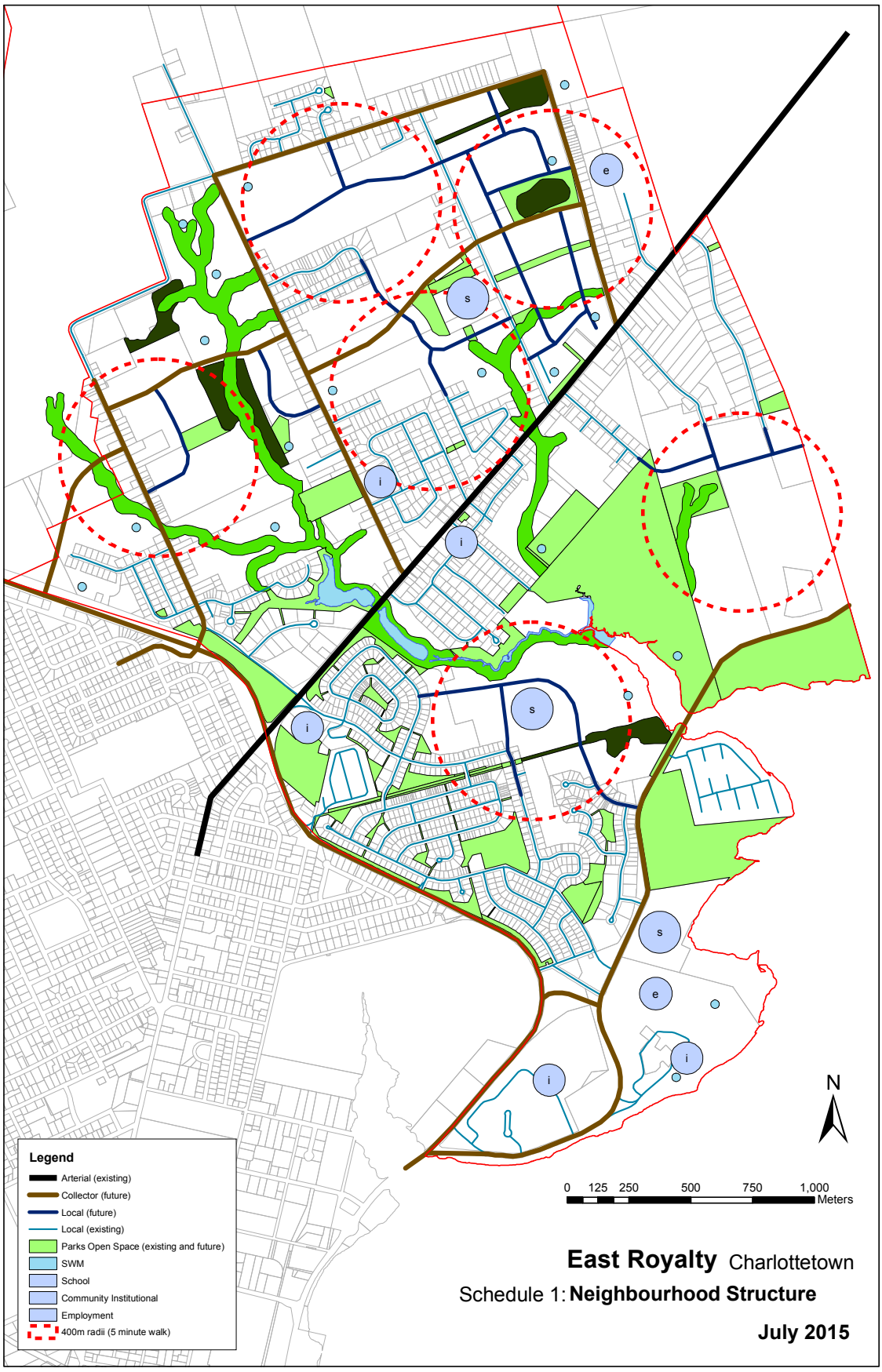
2.6 UTILITY SERVICES

- Development within the Utilities designation shall occur on the basis of the standards and provisions of the implementing Zoning By-law for the City of Charlottetown for the applicable Zone category that pertains to the Utilities designation.

- Council shall promote utilities to be planned for and installed in common trenches, where feasible, in a coordinated and integrated basis in order to be more efficient, cost effective and minimize disruption; and,

- Uses within the Utilities designation shall be unobtrusive and screened and generally be located at the side or the rear of the building.

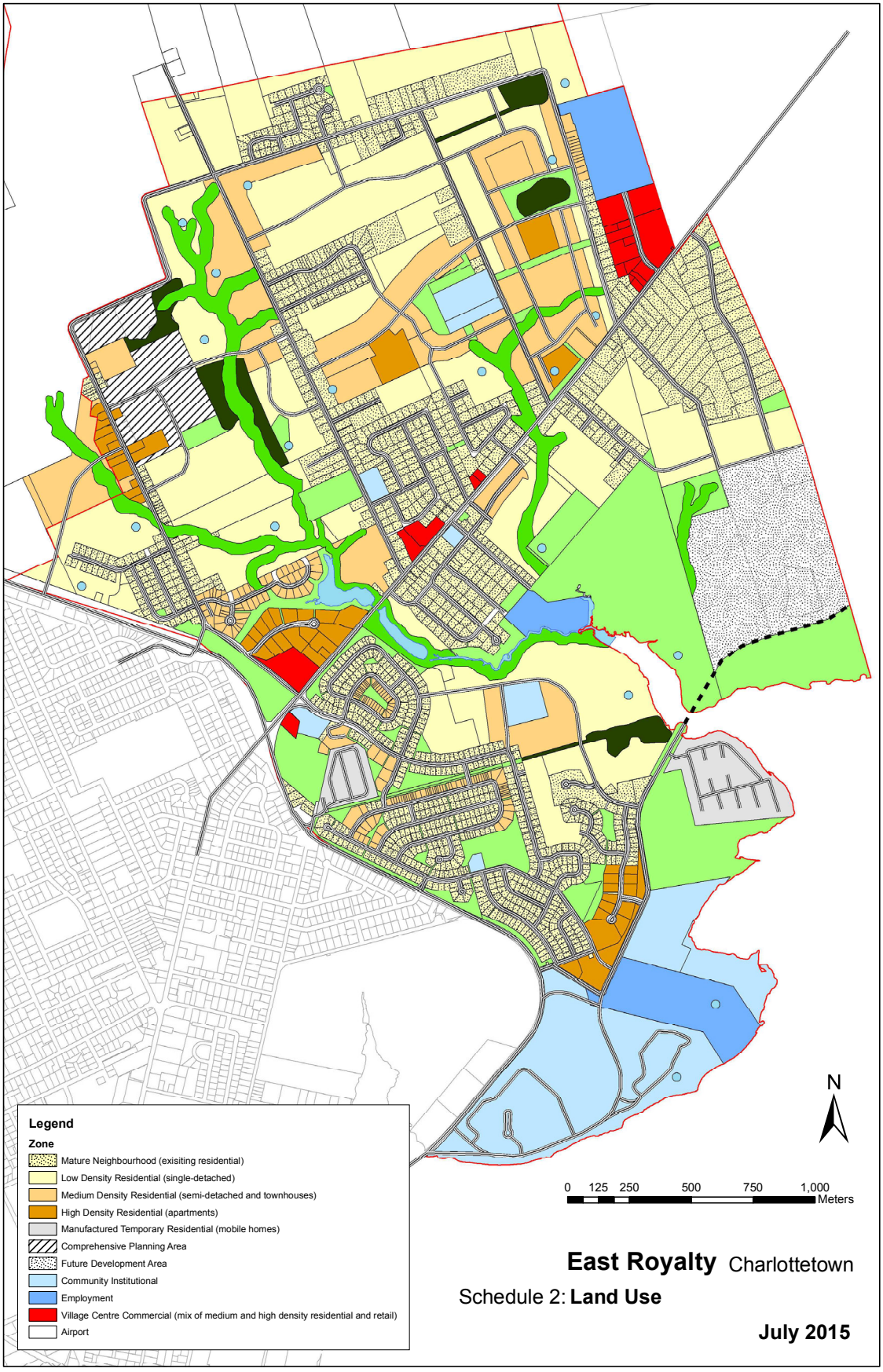
- Utility services shall be developed to be compatible with the general character of the surrounding uses and minimize visual impact, where feasible. Council will encourage utility providers to consider innovative methods of containing utility services on or within streetscape features such as gateways, lamp posts, transit shelters, etc, when determining appropriate locations for large utility equipment and utility cluster sites.

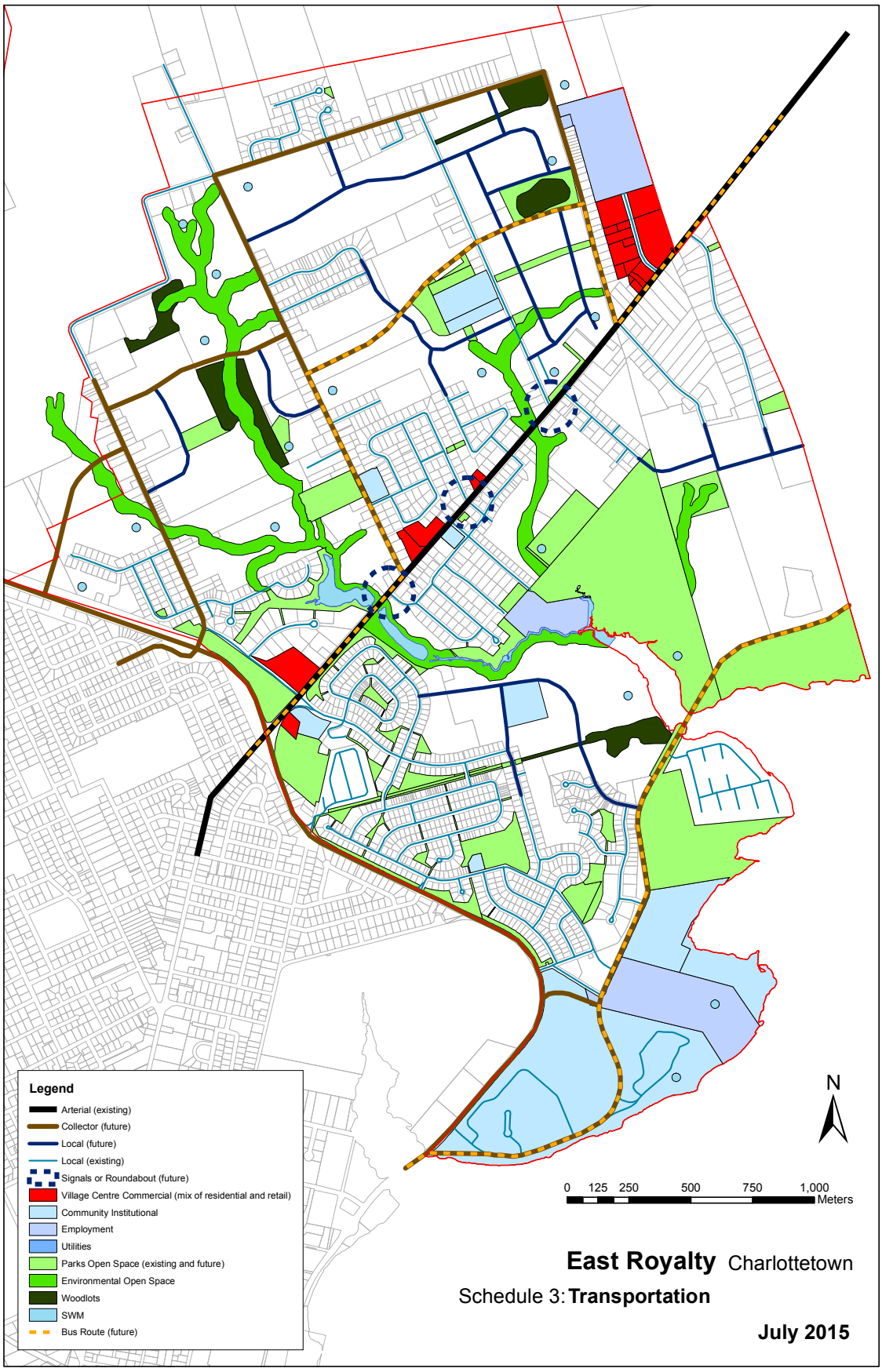


East Royalty Charlottetown

Schedule 1: **Neighbourhood Structure**

July 2015


Legend
Zone
Mature Neighbourhood (exisiting residential)
Low Density Residential (single-detached)
Medium Density Residential (semi-detached and townhouses)
High Density Residential (apartments)
Manufactured Temporary Residential (mobile homes)
Comprehensive Planning Area
Future Development Area
Community Institutional
Employment
Village Centre Commercial (mix of medium and high density residential and retail)
Airport
N
0 125 250 500 750 1,000
Meters
East Royalty Charlottetown
Schedule 2: Land Use
July 2015



East Royalty Charlottetown

Schedule 3: **Transportation**

July 2015

CHARLOTTETOWN

DRAFT