

***CITY OF CHARLOTTETOWN***  
***OFFICIAL PLAN***



***Strategic Directions for Charlottetown  
in the 21st Century and Beyond***

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## Table of Contents

A VISION FOR CHARLOTTETOWN .....	4
1. THE OVERVIEW .....	5
1.1 A New City - A New Plan .....	6
1.2 The CHARLOTTETOWN PLAN Process .....	6
1.3 Strategic Directions.....	7
1.4 The Future Land-Use Map.....	8
1.5 Administration & Implementation .....	8
Figure 1: Charlottetown in the Capital Region .....	10
2. THE FOUNDATION FOR THE FUTURE .....	11
2.1 Economic-Social Transformation .....	11
2.2 Heritage Resources .....	12
2.3 Growth Management Strategy .....	12
2.4 Lasting Physical Legacy .....	12
2.5 Key Re-Urbanization Areas .....	13
3. DIRECTING PHYSICAL GROWTH.....	14
3.1 Guiding Settlement .....	14
Figure 2: Historical Growth Rate Population for the City of Charlottetown, 1981-2016.....	15
3.2 Sustaining Charlottetown’s Neighbourhoods .....	17
3.3 Housing Needs and Variety .....	20
3.4 Urban Design Considerations .....	22
3.5 Waterfront Development .....	24
Appendix A: Future Land Use Map.....	29
3.5 (a) Eastern Gateway Waterfront.....	30
Schedule C1: Open Space Charlottetown Eastern Gateway .....	34
Schedule C3: Future Land Use Charlottetown Eastern Gateway .....	35
Schedule C3: Future Land Use Charlottetown Eastern Gateway .....	35
3.6 Concept Plans .....	36
3.7 Capitalizing on Heritage Resources.....	39
3.8 Establishing a Sustainable Community .....	41
3.9 Developing Transportation Modes .....	44
3.10 Underground Services and Infrastructure .....	48
4. ENCOURAGING PROSPERITY .....	51

4.1	Advancing Economic Development .....	51
4.2	A Vibrant Downtown – The 500 Lot Area .....	54
4.3	Creating Suburban Centres .....	65
4.4	The Two Commercial Corridors .....	67
4.5	Supporting Home Occupations .....	69
4.6	Information Technology Infrastructure .....	70
4.7	Health Care Initiatives .....	72
4.8	Appropriate Industrial Development .....	73
5.	PROMOTING AN ATTRACTIVE LIFESTYLE .....	77
5.1	Addressing Recreational Needs .....	77
5.2	The City’s Public Places .....	79
5.3	Supporting Arts & Culture .....	81
5.4	Meeting Educational Needs .....	82
5.5	Programs & Services for Youth .....	84
5.6	Services & Facilities for an Aging Population .....	85
5.7	Safety in the Community .....	87
6.	MAKING CHARLOTTETOWN PLAN HAPPEN .....	90
6.1	Seeking Community Support .....	90
6.2	The Office of the Mayor .....	90
6.3	The Role of the Planning Board .....	90
6.4	Linkages with the Capital Budget .....	91
	Schedule B1: The 500 Lot Area Future Land Use Plan .....	91
	Schedule B2: The 500 Lot Area Streetscapes Plan .....	92
	Schedule B3: The 500 Lot Area Civic Elements Plan .....	92
	Appendix B: Approved Site Specific Exemptions Table .....	93
	Official Plan Revision History: .....	94

## A VISION FOR CHARLOTTETOWN

*Charlottetown will prosper by building on its past and capitalizing on new economic opportunities. A desire to create the best possible quality of life for residents and visitors, now and into the 21st Century and beyond, will ensure an attractive and welcoming community to all. Our status as Prince Edward Island's leading City will remain secure because of our commitment to sustainable growth which utilizes existing resources and consolidates development.*



## 1. THE OVERVIEW

Charlottetown began as a “planned” community in 1764 when it was founded and first surveyed by Captain Samuel Johannes Holland. His initial design was later refined by the surveyor Charles Morris in 1768, and subsequent adjustments were made by Governor Walter Patterson and George Wright. These original plans created a community footprint with defined areas of settlement, commerce, streets, and parks. It is a tribute to the providential vision of Charlottetown’s first planners that their legacy is still evident in the community. Now, as a greatly expanded municipality, Charlottetown is in need of a plan that presents a clear vision of the future, and creates a blueprint for physical cornerstones that are a lasting legacy for future generations.

In two centuries, the Charlottetown area has evolved in ways which reflect its strategic functions in the daily life of Prince Edward Island. In addition to being the seat of government and the Birthplace of Confederation, Charlottetown is also the province’s commercial, educational, cultural, medical, and service centre. These important roles have shaped growth and development throughout the area. From the outset, it created a strong commercial-institutional core in what was the old City of Charlottetown. It also led to concentrations of suburban development in outlying districts ... which led to separate municipalities. And while the people of these communities got along well, they had a natural tendency to plan their municipalities as individual entities.

The development patterns, which arose from this process, were not entirely good. In particular, urban sprawl was increasing. Agricultural land was being removed from production for residential development, strip commercial development was becoming more problematic, and transportation systems were not effectively coordinated. Moreover, conflicting land-use activity along municipal borders was also growing. Inevitably, such concerns caused the provincial government to take action. It established the Royal Commission on the Land (the “Boylan Commission”) in 1988 to examine issues related to the ownership and use of land, as well as the quality of the landscape, in Prince Edward Island.

The Boylan Commission’s report of October 1990 clearly addressed urban sprawl and associated challenges. Its foremost recommendation was to merge the old City of Charlottetown with its suburban neighbours. In accepting this recommendation, the provincial government set in motion a chain of events which led to the amalgamation of the former municipalities of Charlottetown, Sherwood, Parkdale, East Royalty, West Royalty, Hillsborough Park, and Winsloe on April 1, 1995. The new City of Charlottetown has a population of approximately 32,000 people and an area of 42 square kilometres.

While the new capital city of Charlottetown was being formed, the new amalgamated towns of Cornwall and Stratford, respectively west and east of the capital, were also created, and a permanent, formal liaison was established among the mayors of the three municipalities. This provision clearly serves to strengthen the function of Prince Edward Island's capital region.

Just as Holland and Morris laid out functional plans for a new community more than 230 years ago, the *new* Charlottetown provides a unique opportunity to lay a firm and comprehensive foundation for impending growth and development. In this century, the capital city has grown into a prosperous, vital, and cosmopolitan centre which is largely reliant on commerce, the service sector, and tourism for its economic well-being. This platform will continue to support the City’s growth and development in the next century.

Continued growth as a healthy community requires that Charlottetown must further diversify its economy, take account of social and economic transformation, make efficient use of its land and infrastructure, and provide greater environmental protection and stewardship. This plan identifies a shared

vision of the future that enables a common cause for the City. It outlines strategic directions that reinforce the concepts and a sense of place first established by Holland and Morris, and also respond to physical, socio-economic, and environmental challenges of the present and future. The **CHARLOTTETOWN PLAN** is designed to embrace a new spirit of community ... it offers exciting new paths! It is Charlottetown's blueprint for the millennium.

## **1.1 A New City - A New Plan**

In 1990, the Royal Commission on the Land foresaw a new City of Charlottetown with "a visionary land-use plan, one ... which provides some farsighted approach to what the City may be not just in the twenty-first century, but also into the twenty-second century".

In order for the **CHARLOTTETOWN PLAN** to meet this test it had to transcend some of the 5-10 year planning horizons which are normally used to prepare official plans. Most often a 10-year planning scenario is the outer threshold for reasonably accurate population projections and housing demand estimates. In this respect, this plan is consistent with traditional planning practice. Nevertheless, the *new* City also provides a unique opportunity to envision seven communities working together as one, and to set in place the critical components that promote this change. Section 2 of the **CHARLOTTETOWN PLAN**, "The Foundation for the Future", identifies five key elements that enable a positive response to the challenges of the 21st century, which will leave a physical legacy which will be of benefit in the 22nd century. This is a bold initiative for which there is broad community support.

Beyond healthy long-term growth and development, the **CHARLOTTETOWN PLAN** also addresses the City's immediate planning requirements. This responds to the effects of amalgamation and to typical urban changes within the community. Sections 3-5 of this plan addresses the City's shorter-term physical, socio-economic, and community development requirements, while incorporating strategies which speak to the five key elements presented in Section 2. "Making **CHARLOTTETOWN PLAN** Happen" (Section 6) details the essential ways in which the plan's strategic directions can work.

In all, the **CHARLOTTETOWN PLAN** is a vision of the future. If the plan is viewed by some individuals as less than perfect, it is because the City acknowledges the strong desire of the people who make up the City to protect and strengthen the neighbourhoods that have evolved over time. The plan draws from a deep reservoir of history showing Charlottetown's past. It recognizes the sometimes less-than-ideal side effects of 20th Century trends, as well as the positive special relationships between the City's people and their surroundings. In a common-sense manner, it anchors the essential elements of the City's future growth. The **CHARLOTTETOWN PLAN** defines the way in which we and the land we inhabit will continue to affect each other, and how we can sustain a high quality of life over the long term. We set out from a base that celebrates an illustrious history, a *new* City with a *new* plan ... and *new* strategic directions for the future!

## **1.2 The CHARLOTTETOWN PLAN Process**

The **CHARLOTTETOWN PLAN** is the product of a planning process which had three simple stages: 1) taking stock of the past and present; 2) visualizing a better future; and 3) setting measures in place which will help achieve that vision. Every stage of this process was designed to solicit public participation and incorporate contributions from the residents of Charlottetown into *their* Official Plan. In addition, various civic officials -- elected, non-elected, and administrative -- were asked to participate in the study design, and review the research results during all phases of the planning process.

In the first stage, a review of historical and existing conditions was undertaken to provide baseline information on community characteristics. This included a detailed analysis of the existing planning by-laws from the seven municipalities that now constitute Charlottetown, as well as a survey of existing land use City. There was also extensive consultation with members of the community, local officials, civic groups, and external agencies. This allowed participants to evaluate their local environment and begin to consider how they would like to see the new City of Charlottetown evolve. As a result, several progressive layers of information exchange took place between civic decision-makers, members of the public, sectoral interests, other government officials, and the consultants. A background study document was prepared to collate and synthesize all of the information which had been collected, identify and analyze opportunities and constraints, and make recommendations to improve Charlottetown's physical, economic, and lifestyle conditions.

The second stage of the *CHARLOTTETOWN PLAN* process was directed toward giving the future a strategic focus. Recommendations from the Background Study were used as the basis for "visioning" exercises with the Planning Board. This identified goals, and the objectives that support each goal. Arising from this process was an image of the future shaped by emerging needs and aspirations, resource constraints, and benchmark events which had to be achieved. The goals and objectives also provided a basis for developing specific physical, economic, and lifestyle policies that would guide Charlottetown into a healthy future.

The third stage of this process was the preparation of the *CHARLOTTETOWN PLAN*. This document sets out the approach and the measures to bring about Charlottetown's collective vision of its future. The format of Sections 3-5 of this plan -- addressing the future physical, economic, and lifestyle characteristics of the community -- are prepared so that each subject has three common elements. These elements, Starting Point, Defining Our Direction, and The Environment for Change, provide the foundation for thought and action. The format also details the specific implementation measures which are required to move the City forward.

The *CHARLOTTETOWN PLAN* identifies the program and the measures which will help this community move from thought to action, and to a better future. However, while depicting a vision of the future is a noble pursuit, it should be noted that planning is not a finite process. Rather, it is an organic process which is subject to changing priorities. Efforts made to chart a clear and stable course for Charlottetown's future growth and development, but regular reviews should be done so that the long term vision recognizes shifting needs and priorities.

### **1.3 Strategic Directions**

Charlottetown is reaching an important crossroad in its history. In one direction is a new City composed of seven former municipalities. In another is a new millennium and resulting forces of physical, economic, and social change. At this junction, Charlottetown needs to set its signposts in place with strategic directions into the 21st century and beyond.

Amalgamation created a City with seven sets of official plans and planning by-laws to administer. Not surprisingly, these sets reflected the individual needs and preferences of their respective communities. While there were areas of commonality amongst them, there were also significant differences. For example, the old City of Charlottetown did not allow home occupations while the other six plans did. The *new* Charlottetown not only needs common development policies for the whole planning area, but it also needs standards which are attuned to the economic and social transformations taking place locally,

nationally, and internationally. From this basis, the City must proceed with new strategic directions for the 21st century.

The City will have to carefully balance its physical, economic, and social needs. This will require considerable skill. But in order to move in this direction, the City must: support an urban settlement pattern which uses land and civic infrastructure in a rational and fiscally responsible way; pursue the development of a strong and more diverse economic base; protect and nurture its heritage resources; promote environmental protection and stewardship; and foster the delivery of community-based services and programs.

To sustain this approach, the *CHARLOTTETOWN PLAN* articulates policies which:

- preserve existing residential low density neighbourhoods;
- ensure new residential development is physically related to its surroundings;
- encourage compact urban form;
- promote a vibrant downtown core with stable residential neighbourhoods;
- introduce new classes of industrial development;
- strengthen suburban and neighbourhood commercial areas;
- encourage diversified development in new subdivisions;
- protect defined natural areas; and
- address the special needs of youth, seniors, and those who are in transition.

The *CHARLOTTETOWN PLAN* also deals with changes that society must meet, and which -- through appropriate strategic direction -- can serve as building blocks for prosperity in the City. These changes include aging of the population base, swift advances in information technology, and rapidly growing trends in home occupations. Dealing with such changes forms a part of the City's new platform for economic prosperity.

Finally, this plan ensures that a lasting physical legacy is left to Charlottetown's people in the 22nd century. This includes the waterfront, the open space corridors, and the City's rural neighbourhoods. Along with the public amenities of the key re-urbanization areas that have been identified, these are also ingredients which the Royal Commission on the Land felt should be central to the *new* City's image and identity. As such, they deserve to be protected and nourished within this plan.

#### **1.4 The Future Land-Use Map**

The policies and implementation measures contained in the *CHARLOTTETOWN PLAN* are supported by the Future Land-Use Map, which is a concept plan providing a general interpretation of various future land-use activities within the City. Figure 1 in this document, may be used for reference purposes only within this published plan. A larger scale version of the Future Land-Use Map, separately prepared as Schedule A, shall be considered a constituent part of this plan. It applies to all properties within the boundaries of the City of Charlottetown and shall be the definitive source for general interpretation of land use classifications.

#### **1.5 Administration & Implementation**

The *Planning Act* is the Provincial legislations that sets out the regulations that dictate how island municipalities govern municipal planning and development. In order to accomplish this task, the

*Planning Act* gives municipalities the power to create an Official Plan and Municipal Planning Bylaws that direct land uses and development within their jurisdiction.

### **1.5.1 CHARLOTTETOWN PLAN**

This is the primary plan through which the future growth and development of Charlottetown shall be encouraged and coordinated. Council shall seek to implement the **CHARLOTTETOWN PLAN** in accordance with the following:

- a) The Zoning & Development Bylaw shall be the principal instrument of implementation and shall contain regulations and maps that are in compliance with the Plan;
- b) The Plan shall be consulted for guidance with respect to all forms of development approval including zoning amendments, land subdivision, and construction;
- c) Bylaws adopted by Council shall be in general compliance with the Plan and shall be appropriately enforced;
- d) Development schemes and planning studies may be prepared to address specific areas of issues in greater detail. All development schemes and planning studies shall be in general compliance with the Plan;
- e) Council shall consider all policy recommendations contained in this Plan and shall undertake specific initiatives as deemed appropriate.

In order to maintain long-term effectiveness and the overall intent of the Plan, it may be appropriate to amend this Plan in the following situations:

- a) Where the intent of a policy is to be altered;
- b) When a text or map amendment in the Zoning & Development Bylaw would conflict with the text of maps of the Plan;
- c) Where the boundaries of planning areas are altered; or
- d) When housekeeping amendment are required.

### **1.5.2 Zoning & Development Bylaw**

The Zoning & Development Bylaw shall be the principal instrument for implementing the vision and objectives of the **CHARLOTTETOWN PLAN**. The Bylaw outlines zones, permitted uses, general provisions, development standards, subdivision practices, and maps that reflect the policies of the **CHARLOTTETOWN PLAN**, as afforded by the Provincial *Planning Act*.

In order to maintain compliance with the **CHARLOTTETOWN PLAN**, the Zoning & Development Bylaw shall be reviewed from time-to-time. The Zoning & Development Bylaw may be amended, if consistent with the intent of this Plan, in order to:

- a) Control or prohibit the use of land;
- b) Establish regulations for the purpose of controlling the use of land; or
- c) Establish regulations for the purpose of controlling the character, massing and/or location of buildings and structures on a lot.

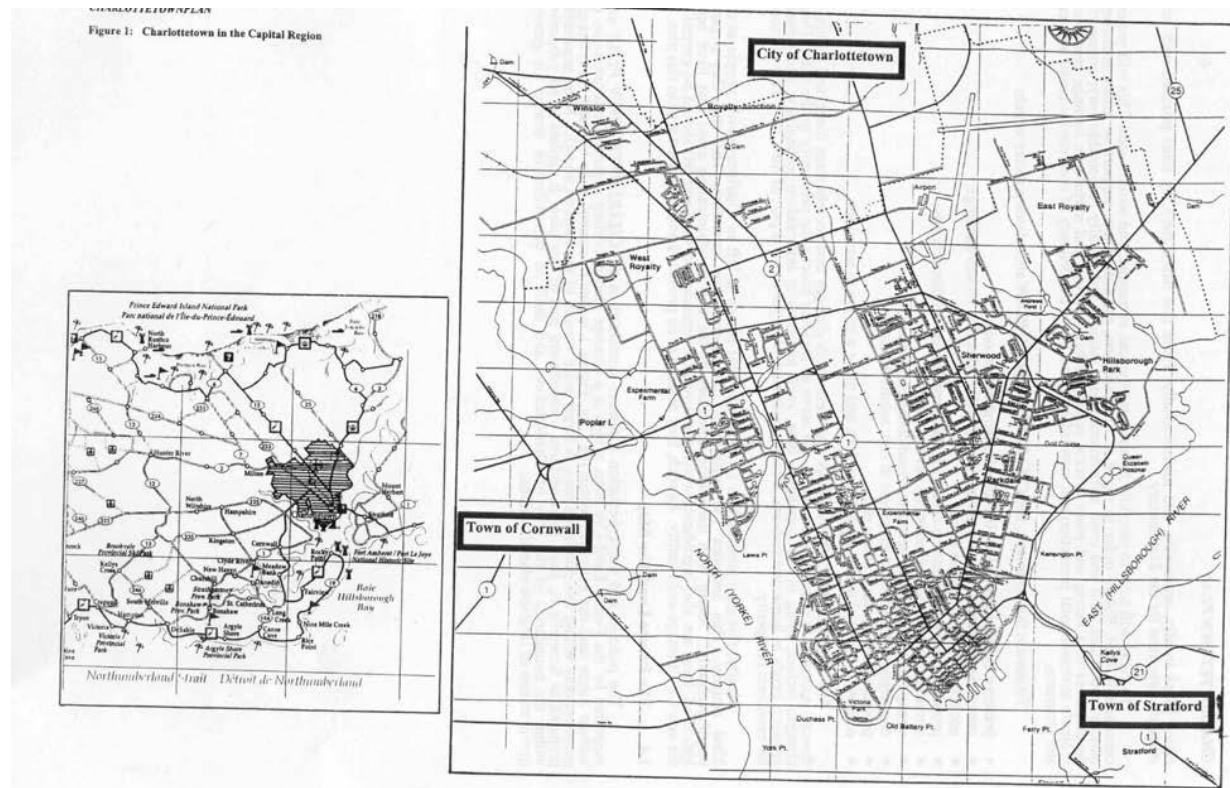
### **1.5.3 Site Specific Amendments to the Zoning & Development Bylaw**

Zoning & Development Bylaw amendments may be site specific or area specific, and may vary the permitted uses and regulations within any zoning category.

It is not intended that all areas designated for specific uses on a longer term planning basis, as shown on the schedules and appendices of this Plan, will be zoned immediately for such uses. Certain areas may be zoned initially in another zone category, or for their existing uses pending future rezoning to the designated uses indicated in this Plan.

When Council receives an application for a development that is in conformity with the land use designations and policies of this Plan, the Zoning & Development Bylaw may be amended to allow the development to proceed without an amendment of this Plan, unless the applicable policies of this Plan require an Official Plan amendment for such development.

**Figure 1: Charlottetown in the Capital Region**



## **2. THE FOUNDATION FOR THE FUTURE**

The *CHARLOTTETOWN PLAN* process has benefited from extensive public consultation as well as thorough research into the physical, economic, and lifestyle conditions which present themselves within the new City. It has included a review of Charlottetown's physical anatomy, population and economy, local conditions and services, the built environment, and its capital budget. While this process has uncovered many of the traditional concerns about urban form and the provision of services, it has also revealed how economic and social transformation is already impacting the daily lives of Charlottetown's residents. Rapid advances in information technology, along with profound change in some business practices, are altering the face of commercial markets, shopping patterns, and location decisions within and outside the City. These converging forces, acting in concert with changes in social structure, have begun to modulate the demand for employment, government services, housing, recreation, and education throughout the new municipality.

If Charlottetown is to effectively position itself within an emerging global market, as well as successfully manage its municipal functions, then its planning tools must reflect these changes which have taken place -- and will continue to take place -- in its internal and external environment. The *CHARLOTTETOWN PLAN* defines the contours of this emerging landscape, and provides guidance for harmoniously adapting to these new conditions. Its policies provide an urban structure that supports stable neighbourhoods and existing business, while also encouraging the operating platforms which will generate new economic activity throughout the municipality. In addition, this plan defines five key elements that represent Charlottetown's "Foundation for the Future". These elements capture the force of impending change and bind it to the City's many intrinsic assets. This provides a footing for the new physical, economic, and social structures that will propel and sustain a healthy community well into the next millennium. The essence of each of these elements is described in the remainder of this section, while their character is woven into the fabric of Sections 3 - 5 of the document.

### **2.1 Economic-Social Transformation**

Economic and social transformation speaks directly to the looming forces of change which are afoot not just in Charlottetown, but in Canadian society as a whole. An aging population base, the downsizing of the public and private sectors, as well as the development and dissemination of information technology applications are some of the distinguishing features of this condition. It has helped to create a new economy which is sustained, for example, by telecommuters and electronic shoppers.

The *CHARLOTTETOWN PLAN* positions the City to take advantage of this metamorphosis and use it as a springboard to the future. It calls for the development of new infrastructure that will enable Charlottetown to benefit from the advances in information technology and the new age economy, along with shifting interests brought on by demographic change. Supporting measures which are advocated within the plan include provision for high technology business development centres, hardwiring the City so all residents can tap into the internet; developing services and facilities that promote cultural and eco-tourism, as well as encouraging such home occupations and bed & breakfast establishments that would not be detrimental to residential neighbourhoods. Likewise, while the needs of an aging society present different requirements for facilities and programs, they can also serve as a catalyst for economic development. For example, establishment of geriatric health care facilities would not only provide specialized care for the City's older residents, but could also help attract recently retired seniors to live in Charlottetown, or visit the City in order to use its facilities.

Clearly, facets of economic and social transformation are already impacting daily activity in Charlottetown. The City's ability to take advantage of these emerging needs will largely hinge upon the

instruments it has in place to assist this process. The implementation of the supporting measures outlined in this plan will help Charlottetown positively respond to and prepare for the dynamics of transformational change.

## **2.2 Heritage Resources**

Charlottetown has a wealth of heritage resources -- which include designated buildings, landmarks, and areas -- that are not only central to its identity as a community, but which can play a more prominent part in securing the City's economic health. Some of these resources, including Charlottetown's historic role as the "Birthplace of Confederation", are already being used as a valuable tourism marketing tool.

## **2.3 Growth Management Strategy**

Charlottetown has many physical features which help to distinguish it as a cohesive community such as its waterfront, rural lands and neighbourhoods, as well as its open space corridors. Background research also suggests that the City's population growth rate will likely be in the order of 1.0% per annum through the year 2006. Articulating a growth management strategy for Charlottetown will help to contain urban sprawl and ensure that new development is fairly consistent with population growth. It will also assist in preserving the City's distinctive rural lands and open space characteristics, and minimize municipal expenditures which result from premature servicing requirements. Thoughtful and rational new development will be encouraged by placing reasonable controls on the extension of central services, encouraging in-fill development, and through other specific measures.

## **2.4 Lasting Physical Legacy**

As a result of the amalgamation process, the combined assets and physical characteristics of seven communities can now be examined as a single entity. This focus provides the Council with a unique window of opportunity to shape the future form and character of the new municipality ... and to determine what kind of lasting physical legacy it wishes to leave for future generations. The Boylan Commission recommended that "the 'new Charlottetown' must have a visionary land-use plan, one which is designed not only on existing use or short-term projections, but which also provides some farsighted approach to what the City may be not just in the 21st century, but also into the 22nd century."

From its earliest days, the residents of Charlottetown have recognized the importance of reserving and protecting land for public realm activities. The civic squares and Victoria Park provide ample demonstration of how past generations have left a lasting physical legacy which continues to be of benefit to residents and visitors alike. In order for the current City Council to carry on in this fine tradition, as well as follow the spirit of the Boylan Commission recommendation, it is very important to endow land for public realm purposes. Tracts of land within the key re-urbanization areas are the most suitable candidate sites for future public use. Furthermore, the key re-urbanization areas have been protected until detailed planning is undertaken to determine how they can be used to their best advantage.

In addition, public access to the waterfront will be preserved, view planes to the waterfront will be identified, and open space corridors will be protected. The new City also requires a physically defined sense of entry where major thoroughfares cross its boundaries. Collectively, the introduction of these measures will refine the City's image, help to anchor its identity, and leave a lasting physical legacy.



## **2.5 Key Re-Urbanization Areas**

Several key re-urbanization sites have been identified which are critical to Charlottetown's future. Generally, these sites incorporate larger tracts of land in strategic locations throughout the City. Development of these areas will likely take place over the mid- to long-term. However, they require concept plans after the *CHARLOTTETOWN PLAN* process. Therefore, as new development projects are approved by the City, they will become important components of concept plans for the future.

### **3. DIRECTING PHYSICAL GROWTH**

The City of Charlottetown will strive to create for its residents a truly unique environment in which to live, work, and play. It will protect the distinct character of the municipality while at the same time encouraging compact urban form and creative approaches to residential, commercial, and industrial development. The City will continue to build on its past by stimulating the revitalization of heritage resources; maintaining the special qualities of Charlottetown's neighbourhoods; and safeguarding the municipality's open space characteristics and view corridors.

#### **3.1 Guiding Settlement**

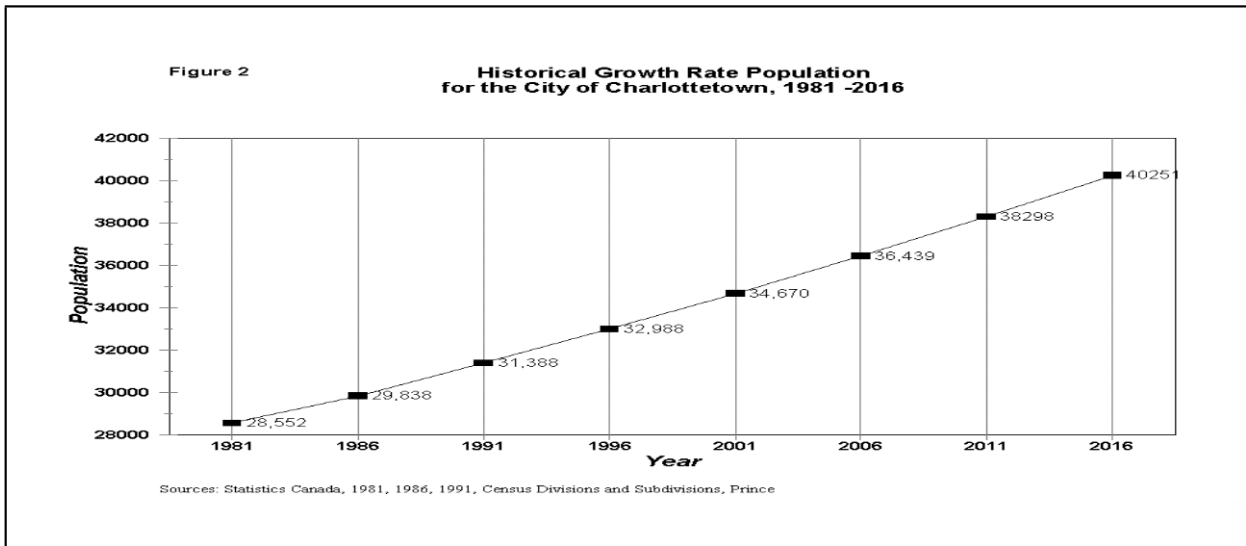
##### **Starting Point**

As a recently amalgamated municipality, Charlottetown has a unique window of opportunity to create a growth profile that will help shape the City's urban fabric well into the 21st century. In large measure, the way in which the municipality now chooses to guide its settlement patterns will provide the template that molds urban development--and the quality of life issues which arise from it--for many years to come.

With population growth in the order of 1% per annum projected through the year 2006 (which is consistent with the historical trends depicted in Figure 2) and a significant reserve of undeveloped residential lots, the City is well-positioned to introduce a comprehensive Growth Management Strategy. An effective municipal growth management program is founded on the principles of fiscal efficiency, environmental conservation, and urban containment. In Charlottetown, this means that the City will maximize the use of existing underground services before new water and wastewater lines are extended into areas that are essentially undeveloped. Finally, it means that moderately higher density development may be permitted in existing commercial areas and arterial corridors where it does not interfere with existing built-up residential neighbourhoods, and will be encouraged through comprehensive site planning for key re-urbanization areas (as cited in Section 3.6 of the Official Plan) and new subdivisions.

Collectively, these measures will promote compact and contiguous development patterns, the deployment of efficient municipal services and the preservation of significant resource areas for present and future generations. This approach will enable the City to anticipate growth, identify areas and services which can accommodate it, while also minimizing fiscal expenditures and environmental impacts. To this extent, it will ensure that urban growth in Charlottetown takes place in a rational, efficient, and orderly fashion, as well as being consistent with the provincial government's general land-use policy.

**Figure 2: Historical Growth Rate Population for the City of Charlottetown, 1981-2016**



### Defining Our Direction

Our **goal** is to develop settlement patterns which are efficient in their use of land resources and cost of servicing, encourage equitable and harmonious community relationships, and help to sustain Charlottetown’s distinctive character and identity.

1. Our **objective** is to contain urban sprawl by introducing a staging strategy for new development, and to ensure that there is concurrency between proposals for new development and the provision of underground municipal services.
  - Our **policy** shall be to direct urban growth to land that is a logical extension of an existing urban area, or neighbourhood, and will be serviced by municipal water and wastewater systems;
  - Our **policy** shall be to monitor the long-term public costs of additional infrastructure, public services, and public service facilities prior to approving development proposals.
  - Our **policy** shall be to place each key re-urbanization area identified in subsection 3.6 in a Comprehensive Development Area zoning designation until such time as a detailed concept plan has been prepared and adopted.
  - Our **policy** shall be to have the responsible municipal departments ensure that adequate infrastructure and servicing facilities are in place prior to, or are developed concurrently with, new development.
  
2. Our **objective** is to promote compact urban form and infill development, as well as the efficient use of infrastructure and public service facilities.
  - Our **policy** shall be to allow moderately higher densities in neighbourhoods, and to allow in-law suites in residential land-use designations, and to make provision for multiple-family dwellings in the downtown core, and multiple-family dwellings in suburban centres and

around these centres provided it is development at a density that will not adversely affect existing low density housing.

- Our **policy** shall be to encourage in-fill development through public land assembly initiatives, flexible zoning provisions and the reduction or waiver of development fees for small or irregularly shaped lots and, when warranted, the use of tax incentives within fully serviced areas of the City.
  - Our **policy** shall be to use existing underground services to its fullest practical capacity before public funds are used to extend new water and wastewater lines into areas that are essentially undeveloped.
3. Our **objective** is to promote orderly urban expansion into rural neighbourhoods.
- Our **policy** shall be to allow residential sub-divisions of one lot per existing parcel of land which do not have underground municipal services, subject to all other applicable land-use and development regulations.
  - Our **policy** shall be to allow subdivisions of more than one lot per existing parcel of land provided that the developer has made an agreement to furnish full municipal infrastructure, and subject to all other applicable land-use and development regulations.
  - Our **objective** is to promote a desirable civic image and identity, visual environment, and recreational opportunities in Charlottetown by protecting significant landscapes and the continuous linear characteristics of open space corridors, and by enhancing greenway and trail linkages within the City.
  - Our **policy** shall be to ensure that any development conserve significant landscapes, vistas, ridgelines, or other natural features of aesthetic importance.
  - Our **policy** shall be to ensure that concept plans for the key re-urbanization areas between Allen Street and the Charlottetown By-pass Highway will work to maintain and enhance the open space corridors that have always been a part of the City landscape.
  - Our **policy** shall be to identify and protect existing and potential greenways and trails within the City as a means of facilitating pedestrian/cycling use and other recreational benefits, and to provide physical linkages between the City's various neighbourhoods.
  - Our **policy** shall be to establish an Open Space Commission whose mandate is to work with the public and private sectors to promote a desirable civic image and identity, visual environment, and recreational opportunities in Charlottetown by protecting significant landscapes, the continuous linear characteristics of open space corridors, and by enhancing greenway and trail linkages within the City.

### **The Environment for Change**

The *CHARLOTTETOWN PLAN* introduces a comprehensive Growth Management Strategy which will effectively guide settlement patterns within the new City of Charlottetown. This approach includes strategic policy directions as well as other key measures that will require longer-term civic support. The application of these strategic directions will enable the municipality to manage settlement in a rational and efficient manner which promotes compact and contiguous development patterns, and minimizes the

expenditure of capital funds. This is also consistent with the provincial government’s general land use policy.

To promote compact urban form and in-fill development, along with the efficient use of infrastructure, the plan allows moderately higher densities in neighbourhoods, and makes provision for multiple-family dwellings in the downtown core and around the major suburban centres that will not adversely affect existing low density housing as shown on the Future Land-Use Map. The **CHARLOTTETOWN PLAN** also promotes in-fill development and guidelines for the extension of underground services.

In its report, the Boylan Commission observed that “one of the best features of ... Charlottetown is its retention of open spaces and green areas ...” The Commission went on to recommend “that the enlarged capital jurisdiction have a land-use plan with sufficient visionary outlook to retain ample open space and greenery zones for the enjoyment of future generations.” The **CHARLOTTETOWN PLAN** speaks directly to the Commission’s recommendation. It incorporates policies which will help to conserve significant landscapes, as well as protect the continuous linear characteristics of open space corridors. It also defines a green space connector system that will tie neighbourhoods together, provide pedestrian and cycling trails throughout the City, and help link suburban areas with the downtown core and the waterfront. This system has been identified on the Future Land-Use Map.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time-frame</b>
Develop a formula which reduces or waives Development fees in fully Serviced areas of the City	City	Short-term
Work with partners to establish, develop, and protect the greenway system and open space corridors	City & partners	on-going
Ensure that adequate infrastructure and servicing are in place prior to, or concurrently with, new development	City	on-going
Ensure that existing underground services are used to their fullest capacity before being extended into undeveloped area	City	on-going
Establish an Open Space Commission	City	short-term

**3.2 Sustaining Charlottetown’s Neighbourhoods**

**Starting Point**

In most municipalities, the neighbourhood is the basic building block of residential development and community identity. Every neighbourhood has its own distinguishing characteristics which help to identify it as an individual entity, as well as to set it apart from adjoining areas. In Charlottetown, the former communities which now comprise the new municipality, retain their distinctive characteristics and sense of identity. Indeed, even within the former communities there are several districts -- such as Brighton, Spring Park, Marysfield, and Lewis Point -- which are seen as distinct neighbourhoods.

In order to preserve the unique characteristics of Charlottetown’s neighbourhoods the **CHARLOTTETOWN PLAN** introduces policies which promote both stability and community identity.

The aim is to sustain vibrant neighbourhoods which have a distinct sense of community, are places of close social contact, and are generally enjoyable. This is the clear preference of Charlottetown's residents.

However, it is also important to recognize that change which results from economic and social transformation is already having an impact at the neighbourhood level. Smaller households, a decrease in family-oriented households, an aging population base, and an increase in home-based businesses are several of the factors for some needed flexibility in housing densities, design options, permitted uses, and lot sizes within Charlottetown's neighbourhoods. With some future adjustments in development standards, the City's residential communities will be better able to sustain a diversity of household types and lifestyles, and continue to be vibrant places to live.

Similarly, if Charlottetown's neighbourhoods are to remain healthy and sustainable, the policies of this plan should enable people to continue to reside in their residential communities as they move through various ages and stages of their lives. The provision of community-based services, appropriate public realm amenities, and reasonable access to shopping and facilities are measures which will support this aim.

As a new municipality, it is also important for Charlottetown to find ways to embrace its various neighbourhoods and bind them into the larger community. To some extent, the passage of time - along with the equitable distribution of municipal services and amenities -- will help to solve this issue. However, the City also needs to provide physical linkages which will connect each neighbourhood to others, as well as to the downtown core and the suburban centres. The green space connector system shown on the Future Land-Use Map lays the foundation for these physical connections. Upon its completion, it will not only help to link neighbourhoods together, but also provide residents with the opportunity to walk or cycle to a variety of destinations within the City.

### **Defining Our Direction**

Our **goal** is to maintain the distinct character of Charlottetown's neighbourhoods, to enhance the special qualities of each, and to help them adjust to the challenges of economic and social transformation.

1. Our **objective** is to preserve the built form and density of Charlottetown's existing neighbourhoods, and to ensure that new development is harmonious with its surroundings.
  - Our **policy** shall be to ensure that the footprint, height, massing, and setbacks of new residential, commercial, and institutional development in existing neighbourhoods are physically related to its surroundings.
  - Our **policy** shall be to establish an appropriate relationship between the height and density of all new development in mixed-use residential areas of existing neighbourhoods.
2. Our **objective** is to allow moderately higher densities and alternative forms of development in any new residential subdivisions which may be established, provided that this development is well planned overall, and harmonious with existing residential neighbourhoods.
  - Our policy shall be to permit moderately higher densities in new neighbourhoods and to permit in-laws suites in residential land use designations and to make provision for higher density residential projects located in the Downtown Core Area and the Waterfront (located in the 500 Lot Area) and to permit multiple unit developments in suburban areas provided that it is development at a density which will not unduly adversely affect existing low density housing.

**Amended November 27, 2014**

- Our **policy** shall be to allow a mix of residential, commercial, institutional, and recreational uses in new subdivisions which are established, provided that there is a comprehensive site plan which ensures that development is well-related to both its internal and external environments.
3. Our **objective** is to support the provision of suitable commercial and institutional needs, employment opportunities, community-based services, and public realm amenities within neighbourhoods.
- Our **policy** shall be to allow small-scale commercial and institutional development which serves the local needs of the neighbourhood, subject to the City’s development regulations.
  - Our **policy** shall be to allow home-based businesses and bed & breakfast establishments endorsed by Council, within all neighbourhoods subject to acceptable controls through development regulations.
  - Our **policy** shall be to encourage the provision of infrastructure within all neighbourhoods which supports economic activity arising from new technology and economic trends.
  - Our **policy** shall be to work with our partners to promote the delivery of appropriate community-based services within each neighbourhood.
  - Our **policy** shall be to work with residents of existing neighbourhoods to provide appropriate local public realm amenities.
  - Our **policy** shall be to ensure that developers of new subdivisions provide local public realm amenities which are in keeping with the size and scale of the development.
  - Our **policy** shall be to ensure that a short-term rental operation in a residential area shall be restricted to the operator/host’s principal residence and be of a scale that is compatible with the character of the surrounding neighbourhood.
4. Our **objective** is to provide physical linkages that will connect neighbourhoods to each other, to the downtown core and to the suburban centres.
- Our **policy** shall be to develop a comprehensive green space connector system, as articulated on the Future Land-Use Map, that will provide pedestrian and cycling routes between neighbourhoods and other parts of the City.
  - Our **policy** shall be to require developers of new subdivisions to incorporate green space connections within their development, and to access to the City’s green space connector system.

### **The Environment for Change**

Preserving the distinctive character and identity of Charlottetown’s neighbourhoods requires strategies that promote internal stability as well as a sense of community identity. The *CHARLOTTETOWN PLAN* incorporates policies which will help preserve the harmony and integrity of each existing neighbourhood within the City. It also establishes standards for new subdivisions that will lead to balanced and compatible development, appropriate public realm amenities, and compact urban form in these areas.

In addition, this plan recognizes that the forces of economic and social transformation are already affecting Charlottetown at the neighbourhood level: indices of this transition include smaller households, a decrease in family-oriented households, a growing requirement for seniors housing, and the rapid development of home-based businesses. The **CHARLOTTETOWN PLAN** incorporates policies which will allow Charlottetown’s neighbourhoods to adjust to these phenomena in a manner that also preserves their character and identity. Furthermore, it specifically encourages the provision of infrastructure within Charlottetown’s neighbourhoods which support economic activity arising from the new technology and economic trends.

As a new municipality, it is also important for Charlottetown to find ways to connect its neighbourhoods together, as well as weave them into the broader urban fabric. The proposed green space connector system outlined on the Future Land-Use Map will provide physical linkages between the City’s neighbourhoods and other parts of the municipality. To further this objective, the plan also requires developers of new subdivisions to furnish green space connections within their development and to also make provision for access to the City’s green space system.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time-frame</b>
Establish development standards for mixed-use residential areas	City	short-term
Monitor actions designed to preserve the harmony & integrity of Charlottetown’s existing neighbourhoods	City	on-going
Work with the development industry to create new subdivisions	City & partners	on-going
Work with partners to provide long-term capital funding for green space connector system	City & partners	on-going

**3.3 Housing Needs and Variety**

**Starting Point**

One of the fundamental aims of good community management is to ensure that there is an adequate supply and variety of affordable housing for all sectors of the population. The housing market functions according to interactions between many factors including the range of existing housing stock, new construction demand from house buyers, development controls, the availability of municipal services, and interest rates. Within these parameters, the municipal government plays an essential role. It can:

- prepare and amend, as needed, planning policies and development controls for residential development;
- provide clear direction to the development industry as to desired and permissible development;
- provide building permits and subdivision approvals;
- assess the demand for assisted housing required by various special needs groups; and
- plan and undertake required capital works programs which support residential development.

If Charlottetown is to continue to grow as a healthy community, affordable housing for all segments of society must generally be available throughout the City. Moreover, the housing requirements of those with special needs (e.g., disabled, homeless, people in transition) also have to be addressed. Likewise,



in the recent past, there has been a chronic shortage of most types of seniors housing. As the population base continues to age, this problem will become more acute unless civic decision-makers address it in a forthright manner.

These are some of the reasons why the City needs to encourage compact and contiguous development, more in-fill housing, and the efficient use of civic infrastructure. In addition, the direction of this plan is to make Charlottetown's neighbourhoods more stable and sustainable. Therefore, any program to address housing needs must be also be framed by these objectives. As well, the background research that was conducted for the **CHARLOTTETOWN PLAN** projected population growth which averaged only 1% per annum through the year 2006. It also indicated that there was a significant reserve of undeveloped residential lots within the City, noted a precipitous decline in housing starts between 1990-1995, and identified an abnormally high vacancy rate in the rental housing market.

Given these circumstances, the strategic direction of the **CHARLOTTETOWN PLAN** is to:

- apply the policies of new housing within the fully serviced areas of the City and within neighbourhoods;
- encourage the provision of adequate housing for those residents with special needs; and
- address the specific need to provide more affordable housing for seniors in neighbourhoods in which they prefer to live.

### **Defining Our Direction**

Our **goal** is to work with public and private sector partners to create an attractive physical environment and positive investment climate in which the housing requirements of all residents can be met (including those with special needs), and to provide clear direction as to where residential development should take place.

1. Our **objective** is to encourage development in fully serviced areas of the City, to promote settlement and neighbourhood policies as mechanisms for directing the location of new housing, and to encourage new residential development near centres of employment.
  - Our **policy** shall be to ensure that all new multiple dwelling unit buildings are serviced by water and wastewater systems which have the capacity to accept the development proposed.
  - Our **policy** shall be to base residential densities on the availability of municipal services, education facilities, recreation and open space amenities, transportation routes, and such other factors as the City may need to consider.
  - Our **policy** shall be to provide medium density housing styles to meet future housing needs.
  - Our **policy** shall be to direct the location of medium rise multiple dwelling unit buildings in the Downtown Core Area and the Waterfront (located within the 500 Lot Area). **Amended November 27, 2014**
  - Our **policy** shall be to allow the conversion of upper floors of commercial buildings in the downtown core for residential use.
2. Our **objective** is to enhance the range of housing available to residents who have special social, economic or physical needs.

- Our **policy** shall be to work with our partners to address social housing needs, and to encourage its equitable distribution throughout the City.
- Our **policy** shall be to allow accessory suites in detached houses, subject to all other applicable land-use and development regulations.
- Our **policy** shall be to actively work with our partners to address the housing needs of seniors, to expand the range of affordable housing available to them, and to provide it in neighbourhoods preferred by them.

**The Environment for Change**

Many residents of Charlottetown are able to address their housing needs within a marketplace economy. For these people, the housing policies of the *CHARLOTTETOWN PLAN* seek to provide an adequate supply and variety of residential dwellings, and to encourage the provision of this housing. Where housing needs are not satisfactorily met within a marketplace economy, the policies of this plan seek to direct and control development as leverage toward the provision of suitable dwellings. The City is also committed to work with its partners to enhance the range of housing available to residents who have particular social, economic, or physical requirements.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time-frame</b>
Provide clear direction and incentives for the location and densities of new housing	City	short-term
Make a diligent effort to meet the housing requirements of those with special needs	City & partners	on-going
Work with the private sector to address issues associated with residential conversion of upper floors of downtown commercial buildings	City & partners	mid-term

**3.4 Urban Design Considerations**

**Starting Point**

The form and scale of development in Charlottetown -- and especially in the downtown core -- is central to the City’s image, identity, and sense of place. Over the past two hundred years a built form motif has evolved that leaves a very positive and powerful imprint in the minds of both residents and visitors. However, these impressions of community character need to be identified and strengthened through urban design guidelines.

In general, the previous Zoning By-laws for the seven former municipalities were inadequate tools for regulating urban design characteristics. There were, for example, few mechanisms within them that provided particular reference to Charlottetown’s building traditions, cultural values, or heritage. This absence of effective controls has enabled some developments to go forward with little regard for their surroundings.

In order to functionally address these issues, and to achieve increased development potential, Charlottetown needs to introduce urban design guidelines and a design review function for selected parts of the

municipality such, the 500 Lot Area and the Waterfront, entry points to the City, heritage sites/landmarks, or the key re-urbanization areas. The general purpose of this process would be to:

- evaluate development proposals on the basis of present and future contexts as well as on their own terms;
- create visual environments of high aesthetic quality;
- ensure that new development is harmonious with its surroundings;
- preserve the physical character of an area; and
- enhance the quality of life in Charlottetown by promoting development that is not only attractive and functional, but which is sensitive to other elements of the City’s image and identity.

Urban design guidelines, and a design review function, can best be implemented through site development principles, and development and design standards set out as part of a development by-law. This instrument would provide:

- a rationale for the urban design process;
- a general urban design objectives for the City as a whole;
- criteria for conducting the design review function; and
- a description of key areas and design guidelines for each area.

**Defining Our Direction**

Our **goal** is to encourage new development which is harmonious with Charlottetown’s natural setting and with the best of its built environment.

1. Our **objective** is to create a process that will provide design guidelines, and a review function, for new development in selected areas of the City.
  - Our **policy** shall be to address urban design for all or part of the City which will set out policies, processes and standards for existing and new buildings, sites and streetscapes and in particular their scale, height, massing and architectural style.

**The Environment for Change**

Urban design guidelines would enable development proposals to be evaluated within the context of their surroundings. Plans for development could, for example, illustrate the relationship between: the building and street or open spaces; the overall height, mass, and set-backs of the proposed structure and any adjoining structures; as well as pedestrian and vehicular circulation. With the implementation of these guidelines, the aesthetic quality of important areas will be enhanced, and Charlottetown’s visual environment can be better preserved.

**The Action**

Proposed Action	Responsibility	Time-frame
Develop an Urban Design By-law	City	short-term

### 3.5 Waterfront Development

#### Starting Point

Charlottetown's waterfront has a distinguished heritage that originates with the arrival of European settlers in 1764. Its strategic location encouraged Captain Samuel Holland to establish a new community here. One hundred years after Holland's arrival, the Fathers of Confederation came ashore at the waterfront to plant the seeds of a new nation. Now, a new municipality looks to its waterfront once again as a source of inspiration for its future, as well as for the sustenance it provides from a past which is richly steeped in history.

As recently as twenty years ago, Charlottetown's waterfront was a working harbour characterized by piers, warehouses, hard edges, and railways. Today, through the determined efforts of the Charlottetown Area Development Corporation (CADC) and others, the waterfront is still a working harbour... but one which has capitalized on its historical legacy as the basis for introducing a wide variety of people-oriented uses including a boardwalk, marinas, shops, and high end open space amenities. Those responsible for shaping the waterfront have made a conscious effort to use its established urban fabric as historical reference points in redevelopment efforts so as to maintain Charlottetown's ties to its illustrious past. This has proven to be a very wise course. The waterfront is now a place of commemoration, contemplation, and celebration. Its success in the recent past can be measured by the variety of people who are drawn to it, learn through it, and enjoy the experiences offered by it.

Both the Boylan Commission and the Stevenson-Kellogg Report pointed out that the waterfront is a key ingredient in the healthy development of the City. Its historical legacy, view plane characteristics, and diverse elements are central to Charlottetown's image and identity. The area now supports a variety of residential, commercial, industrial, and recreational activities... which collectively contribute to festivity and animation along the waterfront during warm weather months. Indeed, these mixed-use elements represent the kind of future growth and development which best suits that part of the waterfront which extends from the Hillsborough River Bridge to Haviland Street. However, more attention should be paid to encouraging new residential and commercial development in this area, as well as year-round usage of the waterfront's facilities. Furthermore, the City needs to continue its efforts to make the waterfront more accessible; protect view plane characteristics both to and from the water; and enhance the landscaping, tree planting, and street furniture program for the area.

#### Defining Our Direction

Our **goal** is to make the waterfront more accessible to the public, to facilitate development of strategically situated waterfront properties for a wide variety of uses, and to protect important views to and from Charlottetown Harbour.

1. Our **objective** is to make the waterfront more accessible to the public.
  - Our **policy** shall be to define current and future public access points to the waterfront on the Future Land-Use Map.
  - Our **policy** shall be to respect a 25 metre-wide band along the shoreline from the Upton Farm to the northern City boundary on the York River, and from the Queen Elizabeth Hospital property to the eastern City boundary on the Hillsborough River as areas of important environmental significance for the City's shores, and special care shall be exercised as urban growth expands in those areas.

- Our **policy** shall be to promote waterfront pedestrian activities from Confederation Landing Park east to Wright’s Creek.
  - Our **policy** shall be to develop the former landfill site in the neighbourhood of East Royalty for recreational use.
  - Our **policy** shall be to encourage a completely public waterfront from Victoria Park to the Eastern Gateway through a passive strategy of ‘right-of-first-refusal’ with existing property owners and the City at the land-owners discretion.
  - Our **policy** shall be to provide strong trail linkages from the waterfront trail to the Confederation Trail, the Hillsborough Bridge trail, the Victoria Park trail, Queens Street and Great George Street.
  - Our policy shall be to recognize Global Sea Level Rise as a real threat to the Charlottetown Waterfront. In accordance, the City should strive to raise the boardwalk over time to accommodate the projections (including sea level rise, subsidence rates and storm surge) based on the most up to date information available at the time. And, to ensure that no residential uses are on the ground floor in new buildings.
  - Our **policy** will work with the Town of Stratford and Province of PEI to improve active transportation linkages across the Hillsborough Bridge.
2. Our **objective** is to continue to work with CADC and other partners to promote sensitive redevelopment projects along the downtown waterfront to the Hillsborough Bridge.
- Our **policy** shall ensure that only the highest quality mixed use development is reserved for the waterfront.
  - Our **policy** shall adopt the Waterfront Master Plan which outlines potential infill areas, development massing, and Form Based Code to ensure harmonious high quality development.
  - Our **policy** shall allow density bonusing in the waterfront zone provided there is evidence of measurable public benefit.
  - Our **policy** shall be to establish a Design Review Process to assist Council in reviewing development proposals for the waterfront.
  - Our **policy** shall recognize the importance of Water Street as a streetscape and urban design corridor and shall provide support for streetscape enhancements, protection of historic buildings and considerate urban infill.
  - Our **policy** shall recognize the value of waterfront land for open space and development and in accordance, support a parking structure/lot close to the waterfront which minimizes the need for using the waterfront for surface parking. In addition, future development on the waterfront should require underground parking or other alternatives to surface parking.
3. Our **objective** is to preserve important view planes to and from Charlottetown Harbour, and to enhance the landscaping, tree planting, and street furniture program for the waterfront area.

- Our **policy** shall be to ensure that development at the foot of any street which terminates at or near the Hillsborough River and York River does not hinder view planes characteristics of the waterfront.
  - Our **policy** shall be to ensure that the height and massing of development at or near the Hillsborough River and York River does not adversely affect view planes characteristics either to or from the City of Charlottetown.
  - Our **policy** shall be to develop a long-term program to enhance the landscaping, tree canopy, and street furniture elements in the waterfront area.
  - Our **objective** is to establish a Port Zone to protect the economic vitality of the waterfront, while still encouraging and supporting the public good.
  - Our **policy** shall outline measures for the sound rating of future residential buildings within 200 m of the Port Zone.
  - Our **policy** shall be to recognize the importance of the Port Wharf for arriving cruise ship passengers and work with the CPA (and Transport Canada) to create a welcoming plaza staging area.
4. Our **objective** is to establish two Water Lot Zones comprising all of the existing water lots adjoining certain properties on the City's downtown waterfront so as to allow for a continuation of the traditional existing uses of the port of Charlottetown for navigation and docking commercial and private watercraft and vessels and to enhance the natural beauty, view planes and public enjoyment of the waterfront while also supporting and allowing for some strictly limited commercial development in discrete small areas of one of the water lot zones which will in turn also allow for enhancement of the social and economic vitality of the waterfront, while supporting the overall public good and encouraging a unique sense of place.
- Our **policy** shall be to recognize that historically the primary use of the water lots was commercially related water transportation and marina activities but to acknowledge that there is a demand for limited commercial and non-traditional use of certain limited portions of some of the water lots located adjoining commercial and active recreational areas on the waterfront.
  - Our **policy** shall be to allow a continuation of the existing traditional uses of the port of Charlottetown for navigation and docking of commercial and private watercraft and vessels in Water Lot Open Space Water Zone. (WL-OS)
  - Our **policy** shall be to consider limited small-scale commercial uses and live-aboard vessels /float homes, subject to the applicable Federal and Provincial laws and the City's development regulations in the Water Lot Commercial Zone. (WL-C)
  - Our **policy** shall be to consider through the site-specific exemption process, any floating docks, structures or moored vessels must adhere to a number of criteria as stipulated in the Zoning and Development By-law.
  - Our **policy** shall be to work with our waterfront stakeholders to promote good urban design and form of its floating docks and structures under consideration with unique, quality designs

that are in keeping with the size and scale of the development of the surrounding on land and on water areas.

- Our **policy** shall be to work together with the owners of the water lots to ensure that floating docks, structures or vessels under consideration do not hinder or detract from important vistas or views from the waterfront areas.
- Our **policy** shall be to work together with the owners of the water lots, the Port Authority and the provincial and federal governments to ensure that floating docks, structures or vessels under consideration do not encroach on the navigable or docking areas of the water lots.
- Our **policy** shall be to recognize the unique public safety and regulatory concerns associated with such non-traditional uses of the water lots.
- Our **policy** shall be to recognize that a major portion of water lots are used for navigation and any development in these area may compromise the existing use of these waterways including compromising a unique aquatic environment that is sensitive to development either over the water or by infrastructure placed in these areas.
- Our **policy** is not intended to restrict federally or provincially approved infrastructure that is required along the waterfront to respond to the impact of climate change such as the installation of seawalls or breakwaters.
- Our **policy** is not intended to interfere with existing and future operations related to HMCS Queen Charlotte Naval Reserve base operations.

### **The Environment for Change**

For more than 20 years, the CADC has been the lead agency responsible for development of the downtown waterfront area. Largely as a result of their hard work, Charlottetown now has a very high quality waterfront that incorporates many joyful elements such as the Confederation Landing Park and the boardwalk. CADC initiatives have also led to the introduction of appropriate commercial amenities and residential development, while also retaining aspects of the waterfront's industrial characteristics and historical legacy. As a result, the downtown waterfront area includes a vibrant mix of residential, commercial, industrial, and recreational activities. With appropriate comprehensive planning, this part of the waterfront can become a major catalyst that attracts more complementary year-round residential and economic activity, and will thus contribute to the expansion of general development within the downtown area.

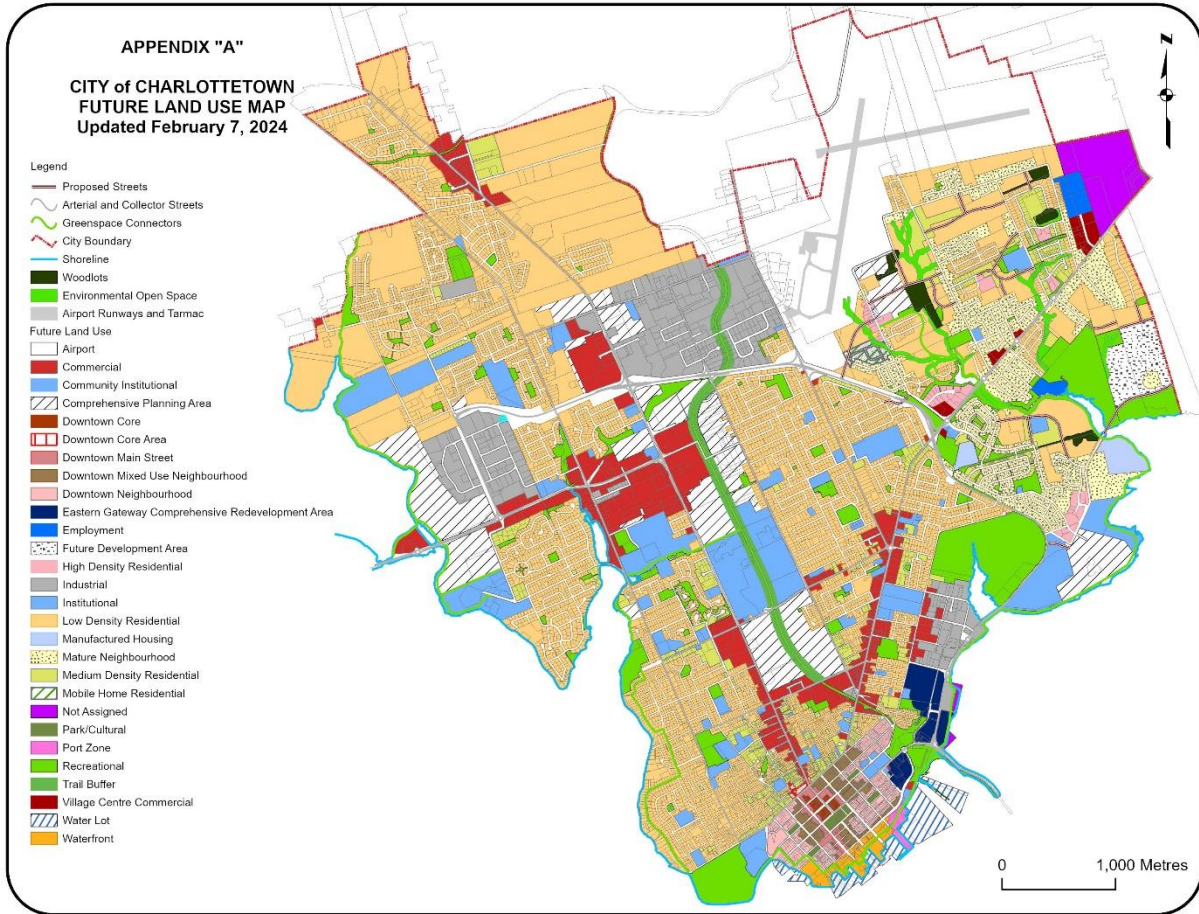
While the downtown waterfront area is often associated with Charlottetown's image and identity, it is important to remember that -- as a result of amalgamation -- the City's waterfront now extends from East Royalty to West Royalty. Indeed, much of the waterfront in both East Royalty and West Royalty is largely undeveloped. Given the vital role the whole waterfront plays in Charlottetown's daily life, as well as its signature role in depicting the City's identity, it is critically important to take decisive measures now that will guide development adjacent to the two rivers for the benefit of present and future generations. Without doubt, these measures will make a significant contribution to the physical legacy which enriches the lives of Charlottetown's residents and visitors well into the 22nd century.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time-frame</b>
Consult residents and commercial operators in the Water Street area about establishing standards in the Zoning By-law to control excessive noise after hours	City	short-term
Consider detailed Concept plans for the land adjacent to the waterfront side of Haviland Street as well as the East Waterfront lands	City	mid-term
Identify within the five-year capital budget funds to extend pedestrian facilities from Confederation Landing Park east to Wright's Creek	City	mid-term
Ensure environmental protection in the 25 metre-wide band along the shoreline from the Upton Farm to the northern City boundary on the York River, and from the Queen Elizabeth Hospital property to the eastern City boundary on the Hillsborough River and to apply the Province's Coastal Area Policy where feasible	City & Province	on-going
Monitor policies designed to protect view planes to and from the Charlottetown Harbour	City	on-going
Reserve land and, where required, allocate funding to develop public access points to the waterfront	City	on-going
Identify an appropriate use for, and funding to develop, the former landfill site in East Royalty	City	on-going



# Appendix A: Future Land Use Map



### 3.5 (a) Eastern Gateway Waterfront

#### Starting Point

Over the last 100 years, the identity of Charlottetown's waterfront and the role it plays in the city has been in transition. Not that long ago, the central waterfront between Confederation Landing and Victoria Park transformed from a place of heavy industry into a place with a diversity of character: a place for recreation, tourism and residential development, supporting the city's economy and identity in new and modern ways. The steady introduction of land uses and urban design that opens the city up to the water and encourages people to engage and enjoy Charlottetown's greatest natural asset have helped shape the central waterfront as a public place with growing civic value. The Eastern Gateway Waterfront area represents the next generation of waterfront development in Charlottetown.

Like the central waterfront, the Eastern Gateway area of the waterfront has a character that shows its industrial past. Historic uses such as the shunting yards for the CN Railroad, used from the 1920's to the 1980's, and oil and gas tank farms have all left their mark, defining the current character. Some larger industrial uses are expected to remain, while some may transform over time.

The City of Charlottetown's waste water treatment plant, south of Riverside Drive and east of Hillsborough Bridge, plays a critical role in supporting the City's and Town of Stratford's sanitary needs and is expected to occupy its current location for the long term. The Irving tank farm is expected to retain its location at the base of the Hillsborough Bridge where it provides fuel and connects to important economic inputs in the city and the province at large. Maritime Electric, located generally east of Cumberland Street, north of Water Street and south of Grafton Street is an electric power generating station that includes a 24-hour energy control center, transmission and distribution lines, and an electrical substation. As of 2018, Maritime Electric has applied to the Island Regulatory and Appeals Commission to decommission the station. While important energy generating uses are still expected to remain on the site in some way, their relationship to the growing city around them will be monitored and directed through policies set out in this section.

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. The policies of this section allow for continued operation of existing businesses and uses as they are today, however, the policies also provide the City with a vision and guidance for the Eastern Gateway to ensure each incremental change that comes forward over time is working towards the long term goal of creating a vibrant and welcoming part of the City of Charlottetown.

#### Defining Our Direction

Our **goal** is to create new opportunities for: public investment in parks, open space related to the water, connectivity to and within the Eastern Gateway and private and public redevelopment opportunities for a wide variety of uses.

1. Our **objective** is to create new opportunities for public investment in parks and open space in the Eastern Gateway.
  - i. Our **policy** shall be to support the development of the open space network largely in accordance with Schedule 1 Open Space and described in the Eastern Gateway Waterfront Master Plan (2011) over the long term.
  - ii. Our **policy** shall be to support the eventual realignment or modification of Water Street, as conceptually illustrated in Schedule 2 Streets, to allow significant public realm investment to occur along the water's edge.

2. Our **objective** is to support public and private redevelopment opportunities for a wide variety of uses.
  - i. Our **policy** shall be to adopt the direction of the Eastern Gateway Waterfront Master Plan (2011) as the Concept Development Plan required to guide development in the Comprehensive Development Area zone.
  - ii. Our **policy** shall be to maintain the East Waterfront Concept Planning Area Designation on the Eastern Gateway lands and adopt the more refined land uses identified Schedule 3 Land Use to provide additional guidance to shape development in the Eastern Gateway over time.
  - iii. Our **policy** in the Eastern Gateway Comprehensive Planning Area 1 will be to:
    - i. Promote development of institutional and commercial land uses and, where environmental land conditions would permit, residential land uses including affordable housing.
    - ii. Require development to include appropriate setbacks and mitigative design measures between sensitive land uses and industrial land uses where present.
    - iii. Promote street-related building forms that frame Grafton Street and meet the intent of the Eastern Gateway Waterfront Master Plan to create an attractive, walkable streetscape along Grafton Street that connects the downtown to the Eastern Gateway.
    - iv. Require new development, including but not limited to buildings, parking lots and development related to industrial operations to not preclude the long term intent to re-align Water Street as illustrated on Schedule 2 Streets.
    - v. Where new uses related to ongoing or new industrial operations are proposed, require proposed design to include noise, vibration and odor mitigation measures to levels reasonably achievable with the technology available at the time and meeting widely accepted industrial practice to ensure long term compatibility between industrial uses and neighborhoods.
    - vi. Follow policies in Section 41 of the Zoning and Development By-law Comprehensive Development Area Zone, to review development applications made in this area.
  - iv. Our **policy** in the Eastern Gateway Comprehensive Planning Area 2 will be to:
    - i. Promote development of institutional, recreational, and commercial land uses.
    - ii. Include appropriate setbacks and mitigative design measures between sensitive land uses and industrial land uses where present.
    - iii. Promote street-related building forms that frame Grafton Street and meet the intent of the Eastern Gateway Waterfront Master Plan to create an attractive, walkable streetscape along Grafton Street that connects the downtown to the Eastern Gateway.
    - iv. Site new development including but not limited to buildings, parking lots and structures as to not preclude the ability to achieve street network identified in the Schedule 2 Streets.
    - v. Permit, at the time of development or City or Provincially funded road works, revisions or refinements to the street network identified in Schedule 3 Streets, provided the intent of the street network to enhance connectivity for pedestrian, cyclists and automobiles is maintained.
    - vi. Support the location of a Multi-Use Sport and Entertainment Centre on the existing Provincial Garage Site should it be vacated.
  - v. Our **policy** in the Eastern Gateway Comprehensive Planning Area 3 will be to:
    - i. Promote development of institutional, recreational, and commercial land uses
    - ii. Promote new development along Kensington Road to take street-related building forms

- iii. Promote the ongoing use of the Red Shores Casino and Racetrack and support the expansion of this use as a public space in accordance with Schedule 1 Open Space south to Riverside Drive should the existing fertilizer plant relocate.
  - vi. Our **policy** in the Eastern Gateway Comprehensive Planning Area 4 will be to:
    - i. Support existing long term industrial uses on these lands
- 3. Our **objective** is to increase connectivity to and within the Eastern Gateway
  - i. Our **policy** shall be to support the development of the street network largely in accordance with Schedule 2 Eastern Gateway Street Network.
  - ii. Our **policy** shall be to consider modifications to the street network provided that the intent of the Street Network to enhance connectivity and create opportunities for public investment in the waterfront is maintained.
  - iii. Our **policy** shall be to support the connection of Beach and Park Streets into a crescent to strengthen and provide increased connectivity to the future open space network.
  - iv. Our **policy** shall 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.
  - v. Our **policy** shall be, in conjunction with any Provincially initiated road work related to the intersection of Riverside Drive and Hillsborough Bridge, to review alignment alternatives for Water Street in greater detail with consideration for: achievement of the Eastern Gateway Waterfront public realm vision, impacts to industrial users of Water Street related to Port business, impacts to local business, and impacts to the ongoing operations of Maritime Electric; and to seek a recommendation from staff for a preferred alternative.
  - vi. Our **policy** shall recognize Water Street as a designated truck route for seaport traffic and as an important connection to support the uses within the Port Zone as long as that remains a requirement.
  - vii. Our **policy** shall support the continued development of roundabouts at the Grafton Street and realigned Water Street intersection; the Hillsborough Bridge and along Riverside Drive to manage traffic flow.
- 4. Our **objective** is to support development in a way that is conscious of the impacts of storm surge, flooding and long term sea level rise
  - i. Our **policy** shall be to recognize Global Sea Level Rise as a real threat to the Charlottetown Waterfront including the Eastern Gateway. In accordance, the City should seek to re-grade the Water Street realignment and Riverside Drive to accommodate the projections (including sea level rise, subsidence rates and storm surge) based on the most up to date information available at the time.
  - ii. Our **policy** shall be to ensure that no residential uses are on the ground floor in new buildings.
  - iii. Our **policy** shall be to support open space development in the Eastern Gateway that integrates innovate stormwater management techniques and flood protection into landscape design.

### The Environment for Change

The Eastern Gateway is the future of Charlottetown’s waterfront development. As the industrial waterfront uses that have dominated the Eastern Gateway fade over time, the City must be prepared with a vision and strategy to bring the city to the water and extend the public use of the Historic Hillsborough River.

The success that the central waterfront has had and the support it has given to Charlottetown’s identity and economy can be extended to the Eastern Gateway. Change may happen incrementally, but under the guidance of these policies, new developments in this area will work towards a common goal; the goal of transforming the Eastern Gateway into a vibrant place that is well connected to the water, a place that contributes positivity to the image of the city and a location for new investment and opportunity in Charlottetown.

### The Action

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Evaluate Projects within the Plan (Section 7.3 of the Eastern Gateway Waterfront Master Plan) and estimate order of magnitude cost, time frame for delivery and related dependencies and relationships with other waterfront improvement plans.	City	Short Term
Identify within the Five-year Capital budget funds to advance short term projects.	City	Mid-term
Monitor development applications to ensure proposals do not preclude objectives for the Eastern Gateway	City	On-going
Prepare an update to the zoning by law to define the uses and establish built form standards for the Eastern Gateway Comprehensive Redevelopment Areas 1-3	City	Short Term
Develop partnerships with CADC, the Provincial Government and ACOA to advance plans for transformative public infrastructure within the Eastern Gateway including the Water Street Realignment and the Waterfront Performance Park	City, Province, CADC, ACOA	Long-term
Assist existing industrial land owners who wish to relocate operations to find suitable alternative space in Charlottetown	City, Landowners	On-going

**Schedule C1: Open Space Charlottetown Eastern Gateway**



**Schedule C2: Street Network Charlottetown Eastern Gateway**





**Schedule C3: Future Land Use Charlottetown Eastern Gateway**



**Schedule C3: Future Land Use Charlottetown Eastern Gateway**



## 3.6 Concept Plans

### Starting Point

There are within the new municipality several key re-urbanization areas which need to be strategically positioned so as to help shape and direct future urban growth and development in Charlottetown. Collectively, these sites offer the potential to:

- accommodate future residential, commercial, industrial, and recreational growth;
- provide commercial and high technology employment clusters;
- protect and enhance strategic open space and viewscape characteristics; and
- contribute to efficient modes of transportation.

These re-urbanization areas are critical not only to the form and substance of Charlottetown's urban future, but also to its image and identity. Although not specifically mentioned in the Report of the Boylan Commission, these sites embrace many of the characteristics the Commission identified as essential to developing a "farsighted approach to what the City may be not just in the 21st century but also into the 22nd century."

To enable them to achieve this full potential, each of these re-urbanization areas requires a concept plan prior to being developed. The City's site development principles will form the basis for concept plans for lands within the Comprehensive Development Area zoning classification. Initial development concepts for each site have been identified through the research and consultation which took place as part of this planning process. These impressions are incorporated within the following summaries of each key re-urbanization area.

#### Experimental Farm

The Experimental Farm property is a vast tract of about 40 hectares owned by Agriculture Canada and located just north of the downtown core area. It is generally bounded by Allen Street on the south, University Avenue on the west, Belvedere Avenue on the north, and Mt. Edward Road on the east. In addition to its agricultural research activities, the property includes "Ravenwood", a house of considerable historical significance, as well as the Royal Forest and the Lily Pond. This tract also represents the southern terminus of a vast open space corridor which bisects the spine of the new municipality.

The Government of Canada indicated that Agriculture Canada would move its research facilities to Harrington, PEI, and that the property would be sold at market rates. This announcement has profound implications for the future of this site. It is unlikely that either the provincial government or the City have sufficient financial resources to purchase the whole tract at market rates. Fundamentally, this scenario means that if some portions of the property are to be reserved for public realm purposes, then the remaining portions of the site will probably have to be sold for other uses in order to raise the funds necessary to support this endeavour.

Future planning for the Experimental Farm property could allow part of the site to be developed for compact, high-end residential use with some commercial development taking place along University Avenue and Allen Street. The proceeds from this land development could then be used to acquire the remainder of the site in order to preserve its core open space characteristics and provide appropriate public recreational amenities. Under this scenario, "Ravenwood", the Royal Forest, and the Lily Pond would be the focus for a heritage park and botanical garden. The Routes to Nature and Health Trail along the former CN Rail corridor would remain as a pedestrian/cycling pathway.



### University Avenue - Mt. Edward Road Institutional Area

The University Avenue-Mt. Edward Road institutional area extends the open space corridor that originates at the Experimental Farm property. This sector includes properties some of which are now owned by the University of Prince Edward Island (UPEI) and St. Dunstan's University. The purpose of creating a concept plan for this area would be to preserve its existing institutional open space characteristics and link them to other open space tracts to the north and south. This, in turn, would serve to create a distinctive open space corridor that connects downtown Charlottetown with the commercial areas and residential neighbourhoods of Sherwood and West Royalty. It is not expected that concept plans for this area would displace any of the institutional buildings which presently exist. It might, however, assist UPEI improve the siting of its entrances, as well as make provision for a high technology business park, or other new facilities which may be required.

### Charlottetown Mall - Area

The Charlottetown Mall currently is the largest shopping centre in Prince Edward Island, and along with Canadian Tire, Sobeys and now Wal-Mart, is a significant commercial area. These factors, combined with its direct proximity to the City's major arterial routes, have led to the designation of this major retail area as the City's major suburban centre.

As residential development in the neighbourhoods of Sherwood, West Royalty, and Winsloe continues, there will be a requirement for expanded commercial services and institutional facilities to sustain these communities. As a designated suburban centre, higher density residential development may become established here. A concept plan for this area should introduce an appropriate mix of commercial, residential, and institutional uses; detail the potential re-alignment of the Peter Pan intersection into a 'T' intersection designed for efficiency, and a street extension of the current Trans Canada Highway across to Mt. Edward Road; and preserve connections to the open space corridor, the spine of which is formed by the Routes to Nature and Health trail.

### Upton Farm

As with the Experimental Farm, the Upton Farm in West Royalty may be put up for sale by Agriculture Canada with the intent of recovering full market value for this site. Part of the Upton Farm sits astride the West Royalty Industrial Park, which has been seeking land for expansion. However, the Upton Farm property is also adjacent to the York River, which may make it amenable to future residential development. A concept plan for this site needs to determine the highest and best use of this land, take account of the fact that it is located near the principal western entry to the City, as well as make provision for the proposed "Parkway" connecting with the Charlottetown By-pass Highway.

### Charlottetown Airport

The Charlottetown Airport site is the largest single tract of commonly-held land within the City. It is located adjacent to the municipality's northeastern boundary, and comprises a major portion of a significant open space corridor within the neighbourhoods of Sherwood and East Royalty. Most of the airport lands will continue to be used for operational purposes. Detailed concept plans for lands around the airport and other land such as near the East Royalty Road would take account of the airport's operational characteristics, identify and configure suitable commercial and industrial development activities, and retain its open space qualities.

### East Waterfront

The East Waterfront area includes the present industrial lands which are situated in the vicinity of the Hillsborough River Bridge. Clearly, there is a distinct industrial heritage to this area, and although large parts of it are now in a green-field state, it is important to maintain links to this tradition. This part of the waterfront would be best served by a detailed concept plan which takes account of the site's industrial heritage, its role as the eastern entry point to the City, as well as those additional public realm

amenities which would help to make this part of Charlottetown a unique experience. Concept plans should also weave the East Waterfront into the urban fabric of the downtown area, and extend the historic streetscape down to the water's edge.

### **Defining Our Direction**

Our **goal** is to prepare reviews of those key re-urbanization areas which are critical to Charlottetown's future development, and to incorporate the results of these reviews as concept plans within the Official Plan.

1. Our **objective** is to give attention to the key re-urbanization areas, as defined on the Future Land-Use Map, and to prepare concept plans.
  - Our **policy** shall be to classify each key re-urbanization area as a "Comprehensive Development Area" in the Zoning By-law in preparation for concept plans.
2. Our **objective** is to undertake a review of each re-urbanization area in order to determine the kinds of land-use activities which are appropriate, define how these uses should be articulated, and identify how development should be phased in.
  - Our **policy** shall be to initiate a review of the Experimental Farm property as soon as possible, and to carry out studies of the other key re-urbanization areas as municipal priorities and resources permit.
3. Our **objective** is to adopt the results of these reviews as concept plans within the Official Plan.
  - Our **policy** shall be to adopt within the Official Plan a concept plan for each key re-urbanization area.
  - Our **policy** shall be to approve development proposals during the period leading up to the production of concept plans on the strength of an acceptable, comprehensively designed submission, and to accept such developments as components of the concept plans.

### **The Environment for Change**

The seven key re-urbanization areas which have been described are critical to the City's long-term future. Each of these areas, in its own particular way, embraces characteristics which -- if properly forged and developed -- can make a substantive contribution to Charlottetown's urban efficiency, image, and identity. With proper thought and planning these areas can help encourage compact urban development, preserve open space and viewscape characteristics, create public spaces with high amenity value, and help to generally bind the new City together.

This plan has identified these areas, provided some sense of their significance to the City, and offered a glimpse of what the future may hold. Concept plans for each of these areas should be undertaken to unlock their true potential, and provide a measured and realistic means of incorporating their intrinsic features into the public realm.

## The Action

Proposed Action	Responsibility	Time-frame
Initiate a review of the Experimental Farm and adopt the results of the study as a concept plan within the Official Plan	City	short-term
carrying out the reviews of the other six key re-urbanization areas	City	short-term
Encourage the creation of Concept City short-term Plans for each of the key reurbanization areas to ensure these areas attain their full development potential.	City	short-term

### 3.7 Capitalizing on Heritage Resources

#### Starting Point

Charlottetown's historic resources are amongst the community's most valuable assets. Through the concerted efforts of several key individuals, the residents of Charlottetown have come to realize how important their heritage is. But a great deal more must be done if the City's heritage is going to be secure for the enjoyment and benefit of future generations.

The buildings and sites which are the physical manifestation of the City's rich history are valuable not only because they are irreplaceable touchstones with the past, but because they can become a valuable economic springboard to the future. Charlottetown's heritage buildings are one of the most important elements of the City's charm. They are also an under-utilized resource with considerable economic potential.

Over the last few years, a great deal has been done to establish Charlottetown as the Birthplace of Confederation. The City's heritage buildings are not only important as a reflection of Charlottetown's social history, but they are an invaluable backdrop for helping to depict and explain the political evolution of the entire nation. Therefore, it is crucial that a significant portion of this building stock be restored and protected in order to buttress Charlottetown's seminal role in the creation of Canada. There will be no long lasting foundation for the success of a campaign based upon the municipality's identity as the Birthplace of Confederation unless there is a predominant sense that Charlottetown is an historic city. If done well, this initiative can be parlayed into significant gains for the local economy.

In this sub-section, the *CHARLOTTETOWN PLAN* provides comprehensive guidance to protect, rehabilitate, and revitalize the City's heritage resources. By conserving this important physical legacy, and developing a strategy to better utilize these resources, the residents and business people of Charlottetown can create economic, environmental, and cultural benefits for themselves ... and provide a delightful attraction for their visitors.

#### Defining Our Direction:

Our **goal** is to protect and revitalize the heritage resources of Charlottetown for the benefit of current and future residents and visitors.

1. Our **objective** is to work with the various organizations and agencies in Charlottetown concerned with heritage to forge a strategy which guides the protection and development of the community's heritage resources.

- Our **policy** shall be to establish and maintain a comprehensive inventory of Charlottetown’s heritage resources, which may include individual buildings, structures, streetscapes, areas, sites, and graveyards.
  - Our **policy** shall be to streamline the approval process associated with applications to renovate and restore the exteriors of designated heritage buildings.
  - Our **policy** shall be to expand the Great George Heritage Area to encompass the area known as the “500 lots” from the properties facing Euston Street and Brighton Road south to the Harbour, Hillsborough River and North River and to designate additional properties which qualify has heritage resources. **Amended May 25, 2005**
2. Our **objective** is to allocate the necessary resources to ensure the protection, development, and promotion of heritage.
- Our **policy** shall be to explore with public-sector partners the desirability/feasibility of sharing responsibility for the development and promotion of heritage resources.
  - Our **policy** shall be to work with public and private sector partners to develop a public education program about Charlottetown’s heritage resources.
  - Our **policy** shall be to review the merits of establishing an incentive program which encourages owners to invest in their properties.
  - Our **policy** shall be to encourage public and private sector partners to consider heritage buildings as preferred development and lease opportunities.
  - Our **policy** shall be to work with public and private sector partners to expand the existing initiatives to promote Charlottetown’s heritage.

### **The Environment for Change**

The *CHARLOTTETOWN PLAN* provides a clear course of action to more effectively protect the City’s heritage assets. The implementation of these policies will protect the municipality’s charm for the enjoyment of generations to come, as well as allow Charlottetown to further capitalize on its heritage resources. The rehabilitation of these resources will address the problems associated with an aging building stock and better utilize the existing urban fabric and municipal infrastructure.

The course proposed by this plan may be viewed by some as bold, but it is the only way that these heritage resources will be protected, rehabilitated, and re-used. These properties require the allocation of substantial contributions from the public and private sectors to ensure their protection, development, and promotion. If courageous, decisive steps are not taken now, Charlottetown’s sense of its own history will be diminished.

In order to proceed with this initiative, Council is prepared to establish a budget to hire a full-time heritage co-ordinator with adequate administrative resources to process applications, and to work with public and private sector partners in the designation, development, and promotion of Charlottetown’s heritage resources. The City will also explore with its partners the creation of an incentive program to accelerate the rate of private sector investment, and to protect and restore architectural details on designated buildings.

### The Action

Proposed Action	Responsibility	Time Frame
Create a Heritage Strategy	City & public & private partners	short-term
Hire heritage co-ordinator	City	short-term
Designate heritage properties and areas	City	on-going
Review the existing Great George Street preservation area.	City	short-term
Review the merits of an incentive program	City & Province	mid-term

## 3.8 Establishing a Sustainable Community

### Starting Point

Charlottetown could and should be more sustainable than it presently is. That means the residents of Charlottetown should all be working together to create a safe, productive environment while not compromising social and economic benefits, nor development prospects for future generations. The City must begin to address how it can best utilize all community resources in order to contribute to long-term community viability and resident quality of life, now and for the future. This is a roadmap which leads to sustainable community development ... a means by which the residents of Charlottetown can work together as equals towards more effectively using collective resources (personal, physical, and financial) to achieve common purposes.

It is very likely that before long, the fortunes of all municipalities will, to some degree, be determined by how environmentally stable they are. Those that take steps now to become more sustainable will be in a much more competitive position. The communities which will ultimately prosper are those that have sufficient foresight to protect water quality and to ensure its adequate supply; those that manage their waste effectively, by reducing its generation and knowing where and how it should be properly disposed of; those that reduce energy consumption and know how to use it efficiently; and those that ensure, as much as anyone community can, that the air they breathe is clear and fresh.

“Quality of life” is becoming a more significant factor in determining people’s satisfaction with where they live. It is therefore important for Charlottetown to take a leadership position in laying the groundwork now to protect and enhance the quality of life for its residents, and to create a welcoming environment which attracts new residents and businesses.

The process of becoming a sustainable community will be a long one. It does not occur overnight and it does not occur without effort and some sacrifice. The policies articulated in this sub-section of the *CHARLOTTETOWN PLAN* begin this process of change. These policies address the need to educate residents and business people about human impact on the environment and how attitudes and actions must change; the opportunities which can be created by saving water and energy, and ensuring that air quality is maintained; and the need to respect and protect natural areas.

In 1987, Prince Edward Island was the first Canadian province to adopt a Conservation Strategy. Now, as Charlottetown approaches the 21st century, it is important to ensure that the leadership demonstrated then is continued by current and future generations of residents who would like their City to become a sustainable community.

## Defining Our Direction

Our **goal** is to create a sustainable community which, over time, will be able to become more self sufficient and to thrive socially, environmentally and economically.

1. Our **objective** is to ensure that economic activities within Charlottetown can be sustained by the carrying capacity of the environment.
  - Our **policy** shall be to progressively incorporate the environmental cost of doing business into the day-to-day operations of the City of Charlottetown.
  - Our **policy** shall be to work with our private and public sector partners to create a program designed to educate and guide households and businesses in how to become more environmentally sensitive and efficient.
  - Our **policy** shall be to encourage the development industry to facilitate energy and water conservation through innovative building and subdivision design and siting, landscaping, and provision of infrastructure.
  - Our **policy** shall be to make municipal operations and practices consistent with the environmental standards of the provincial and federal governments.
  
2. Our **objective** is to create a balance between urban development and the natural environment.
  - Our **policy** shall be to adhere to the objectives and policies set out in this plan regarding a
  - Growth Management Strategy for the City.
  
  - Our **policy** shall be to require that large-scale development proposals be evaluated on their long-term and cumulative impact on the environment.
  
  - Our **policy** shall be to create a tree development program and guidelines so as to protect trees on public and private property, incorporate trees and landscaping into the design of new developments, and generally increase tree canopy throughout the City.
  
  - Our **policy** shall be to require that all new development protect topsoil and prevent conditions which result in the erosion of topsoil and/or the creation of stormwater management problems.
  
3. Our **objective** is to work with the province to review, identify, and protect all natural areas and wildlife habitats considered to be of aesthetic, biological, ecological, or geological importance for the benefit and enjoyment of present and future generations.
  - Our **policy** shall be to require that sites considered by Council to be of aesthetic, biological, ecological, or geological importance be designated and protected as Natural Areas in accordance with the Provincial Natural Areas Protection Act or with a private Stewardship Agreement.
  
  - Our **policy** shall be to require that any proposed development adjacent to a designated Natural Area should respect and endeavour to incorporate natural elements into its design and construction, and to maintain the property in a manner sympathetic to its environment.
  
  - Our **policy** shall be to examine the large tracts of rural land within City boundaries to determine if there are areas which should be acquired to preserve and protect them in their natural state.

- Our **policy** shall be to require the preparation of an Environmental Impact Statement (EIS) for any new development which, in the City’s judgment, could have a significant environmental impact on the land, water, or air (including noise).
4. Our **objective** is to provide a waste management system which will accommodate development while also encouraging reduction, re-use, and recycling practices.
    - Our **policy** shall be to create for Charlottetown a comprehensive waste- management strategy in the next two years.
    - Our **policy** shall be to take immediate action to initiate discussions with the provincial government in order to identify the location of a new land-fill site.
  5. Our **objective** is to ensure that Charlottetown’s air quality is not endangered by actions taken by the public or private sectors.
    - Our **policy** shall be to collaborate with the province to develop appropriate air quality standards within Charlottetown.
    - Our **policy** shall be to work with the province to identify sources of air pollution and to undertake measures to collectively reduce or eliminate this contamination.

### **The Environment for Change**

The *CHARLOTTETOWN PLAN* and sustainable community development go hand in hand. Each looks well into the future to anticipate and consider how to effectively address opportunities and constraints. Each are critical to the long-term stability and health of the community. The objectives and policies of this sub-section provide an opportunity for the residents of Charlottetown to make a difference locally, and in so doing, contribute to global environmental improvement. These are the first steps which lead Charlottetown toward becoming a sustainable community.

The policies in this sub-section incorporate the environmental cost of doing business into the City’s day-to-day operations and make its operational practices consistent with provincial and federal environmental standards. This demonstrates the City’s willingness to act responsibly and demonstrate to others what steps can be taken to become more sustainable. The City also wants to work with partners to create a comprehensive waste-management strategy; to develop a program to educate and guide households and businesses about how to become more environmentally friendly; and to encourage innovations in building and subdivision design which will collectively benefit the community. These are all important initiatives which will create a sound physical and economic environment for growth.

The *CHARLOTTETOWN PLAN* demonstrates the City’s commitment to minimizing negative impacts on the local environment. All new developments will be required to protect topsoil and prevent conditions which erode topsoil or create storm-water management conditions. Correspondingly, large-scale development projects will be evaluated on their long-term and cumulative impact on the environment, and the Planning Board has been authorized to require the preparation of an Environmental Impact Statement (EIS) when it is deemed necessary.

## The Action

Proposed Action	Responsibility	Time Frame
Continue discussions with the Province about the location of the new land-fill site	City & Province	short-term
Develop guidelines for the sustainable design of buildings and subdivisions	City & Province	mid-term
Establish an environmental accounting system	City	mid-term
Create a comprehensive waste management strategy	City	mid-term
Create an education program targeting households and businesses to guide them in how to become more sustainable	City and its partners	mid-term
Develop a GIS inventory of natural areas and rural lands considered to be of importance to the City's future	City & Province	mid-term
Prepare necessary documentation for introducing an Environmental Impact Program for Charlottetown	City & Province	mid-term
Establish an air quality monitoring system	City & Province	mid-term

### 3.9 Developing Transportation Modes

#### Starting Point

An efficient transportation system is a distinguishing feature of orderly municipal administration. In the wake of amalgamation, the City of Charlottetown is faced with several challenges to improve its transportation network. The municipality is now responsible for a greatly expanded street network due to the transfer of infrastructure from the provincial to the municipal government following amalgamation. This has occurred at a time when traffic levels are expected to increase with the opening of the Confederation Bridge on June 1, 1997.

Charlottetown's transportation system also encompasses much more than its street network. Indeed, in many urban areas across the country there is an increasing demand for infrastructure and programs to serve transportation modes other than automobiles. A growing awareness of the environment and the benefits of a healthy lifestyle has led to an increased demand for improved transit service and more facilities for pedestrians and bicyclists such as the creation of the Routes to Nature and Health. The provision of these services must be balanced with the traditional demands to improve street capacities and parking levels. Recent federal government initiatives such as the new airport and marine port policies will also have an impact on Charlottetown's transportation system. However, until these policies are fully defined, it will be difficult to predict their consequences.

A comprehensive transportation plan was last prepared for the region in 1979. The provincial and municipal governments, acting on several recommendations from that plan, constructed a portion of the Charlottetown Perimeter Highway, the Waterfront Arterial Highway, and are presently expanding the Hillsborough River Bridge. Nevertheless, several recommendations from that Plan were not acted upon and were identified as issues again during the *CHARLOTTETOWN PLAN* consultation process. As a result, there is more pressure than ever to make the existing road network as efficient as possible



before adding to the network and increasing traffic volumes. Efficiency and safety are the hallmarks of good transportation planning. The future development of Charlottetown's road network -- and its other modes of travel -- need to reflect these principles, as well as consideration of the environment.

### **Future Direction**

Our **goal** is to secure the maximum efficiency and safety of Charlottetown's existing and proposed transportation system, increase opportunities for other modes of travel, ensure that urban transportation decisions protect and enhance the environment, and strive to realize the full potential of the City's harbour and airport.

1. Our **objective** is to develop a transportation plan which co-ordinates roadways, parking, truck routes, transit, and the green space connector system as elements in a comprehensive transportation network for Charlottetown.
  - Our **policy** shall be to address important transportation issues presently facing the City including: 1) the prospect of widening University Avenue between Allen Street and Euston Street; 2) continuing to work with the province to complete the Charlottetown Perimeter Highway; 3) identifying alternatives for improving traffic circulation in the downtown core area; 4) reducing the current level of automobile use through further development of the green space connector system; 5) examining the impacts of reverting some one-way streets back to two-way traffic, and 6) the future operation and alignment of the "Peter Pan" intersection.
  - Our **policy** shall be to assess how any proposed changes and improvements to the transportation network will impact on the system as a whole.
  - Our **policy** shall be to consider the needs of the physically challenged when improving the transportation network.
  - Our **policy** shall be to identify the impacts of proposed transportation projects and maintenance procedures on the environment.
  - Our **policy** shall be to increase the level of transit service within the bounds of our fiscal resources.
  - Our **policy** shall be to conduct a parking study in the downtown area to identify the levels of supply and demand and improvement options.
2. Our **objective** is to complete a city-wide green space connector system composed of walking and cycling trails, boardwalks, public access points to the waterfront, and other green space elements.
  - Our **policy** shall be to employ recognized and uniform standards to develop and expand the existing network of sidewalks and recreational trails.
  - Our **policy** shall be to employ standardized signage on all routes, trails, or other elements of the municipal green space connector system.
  - Our **policy** shall be to ensure that locations where pedestrian and bicycle networks cross roadways are convenient and safe.

- Our **policy** shall be to incorporate sidewalks and separate bicycle lanes into roadway designs when they are warranted.
3. Our **objective** is to continuously monitor the City's transportation network to identify problems, and to devise ways and means of enhancing it.
- Our **policy** shall be to classify the City's roads so as to conform to the Transportation Association of Canada guidelines and to use its classification system to determine design standards, levels of access, traffic control measures, as well as parking and traffic restrictions.
  - Our **policy** shall be to implement a traffic monitoring program.
  - Our **policy** shall be to periodically review levels of service, as well as accident rates, at major intersections and other locations within the street system that are potential problem areas.
  - Our **policy** shall be to establish and maintain a standard of service suitable to different roadway uses and locations.
  - Our **policy** shall be to design roadway improvements using current Transportation Association of Canada guidelines.
  - Our **policy** shall be to adjust traffic control devices periodically to meet current traffic demands.
  - Our **policy** shall be to implement a management program for repairing transportation infrastructure including streets and sidewalks.
4. Our **objective** is to improve the urban goods distribution system.
- Our **policy** shall be to designate and enforce a truck route.
  - Our **policy** shall be to designate and enforce a hazardous goods route.
  - Our **policy** shall be to eliminate on-street goods transfer whenever possible.
  - Our **policy** shall be to enforce regulations regarding hours of operation for on-street goods transfer.
5. Our **objective** is to support the Port of Charlottetown in its efforts to become a commercially viable seaport serving the entire province and to support the Charlottetown Airport Authority in achieving operational and capital self-sufficiency.
- Our **policy** shall be to co-operate with the port and airport to reduce operating costs at these facilities.
  - Our **policy** shall be to assist the port and airport to increase their levels of demand through initiatives such as economic development and tourism promotions.

- Our **policy** shall be to manage development along the new waterfront arterial recognizing the need for attractive, yet efficient and commercially attractive development.
- Our **policy** shall be to plan for efficient inter-modal connections between the air, marine, and highway modes.

### **The Environment for Change**

The transportation goal, objectives and policies focus on developing a strategy for all aspects of Charlottetown's transportation system. The challenge is to find a balance between constructing and maintaining facilities for motor vehicles and the growing interest in non-motorized modes of travel. A comprehensive transportation plan, updating the 1979 plan, and incorporating all modes of travel will establish a direction for future improvements. The plan should include the street network, green space connector system, transit, parking, as well as air and marine modes. Recommended actions should consider the physically challenged, the environment, and the impacts on other parts of the transportation system.

Several of the policies are directed towards maximizing the efficiency and safety of the existing transportation network. A crucial step in achieving this objective is to implement a traffic monitoring program which will provide the baseline information needed to realize many of the other policies. Another important step in maximizing efficiency and safety is to classify the street network following the Transportation Association of Canada's (TAC) guidelines. Further guidelines on the characteristics and design of different classes of streets for a safe, efficient transportation system can be found in TAC's Urban Supplement to the Geometric Design Guide for Canadian Roads. Periodic reviews of traffic levels, accident rates, traffic control devices, and the surface condition of streets and sidewalks are also necessary to ensure that problems are identified and addressed in a timely fashion.

An efficient system for the delivery of goods is vital to the City's economic health. However, it cannot be implemented at the expense of a safe environment for residential areas. A designated Truck Route has been defined on the Future Land-Use Map. It will serve to minimize truck traffic through the City's residential areas. This plan also has a policy to establish a hazardous goods route through the City. This route should be developed after consultation with an environmental consultant. Congestion caused by goods delivery and pickup in the downtown core area is also addressed by the policies in this subsection. Eliminating on-street goods transfer whenever possible and establishing hours of operation are amongst the measures which can assist in managing this problem.

There is also a new role for the City in the operation and management of the airport and marine port. The airport is being transferred to a local management authority whose mandate is to operate it as a not-for-profit corporation achieving operational and capital self-sufficiency. Transport Canada has guaranteed that the airport will not close because it is part of the national airport system. On the other hand, the Port of Charlottetown will be sold with no guarantees that it will continue to operate as a marine port. Of the four cargo ports in Prince Edward Island, the Port of Charlottetown is most likely to survive.

### The Action

Proposed Action	Responsibility	Time Frame
Reclassify the street network	City	short-term
Implement a traffic monitoring system	City	on-going
Define a hazardous goods route	City & Province	short-term
Expand the pavement management system	City	on-going
Prepare a comprehensive transportation plan	City	mid-term
Periodically review levels of service, accident rates, and traffic control devices	City	on-going

### 3.10 Underground Services and Infrastructure

#### Starting Point

As a newly amalgamated municipality, the level of underground services and infrastructure within the City of Charlottetown varies considerably. Full municipal water service, including fire flow, is generally available throughout the communities of Charlottetown, Sherwood, Parkdale, West Royalty, and Hillsborough Park with limited service in East Royalty and Winsloe. As a result of amalgamation, there is the potential for approximately 50% of the Water Utility customer base to be serviced by the high pressure water system, when that system is fully developed. For reliability, and a better level of service, it will be necessary to construct an elevated water storage facility within the City to support high pressure water system requirements.

All of the former communities have sanitary wastewater collection trunk lines, although not all development is connected to these mains. With the exception of an aerated lagoon near Wright's Creek which services development in East Royalty, all sanitary wastewater is treated at the Regional Wastewater Treatment plant on Riverside Drive. This facility is presently operating near capacity; however, by adding a third sedimentation tank the plant volume can be expanded by 50% over current demand. Similarly, the storm drainage system, along the CN Rail right-of-way -- and particularly in the area below Allen Street -- requires up-grading. It is proposed that open swales be used next to the nature trail, and a piped system be installed in the lower developed areas through to the waterfront.

The City incurs substantial capital and operating costs in order to provide underground services and infrastructure to the residents and business enterprises in Charlottetown. Indeed, current estimates place the overall costs associated with extending water lines to existing developments and outlying residential areas at about \$18,000,000. Moreover, the provision of these services to outlying areas would discourage compact urban form within the new City and lead to the premature development of Charlottetown's open space belts.

It is therefore more responsible for the municipality to take a strategic approach to the extension of underground services and infrastructure. The provision of new trunk lines, and the extension of existing mains, should be undertaken very judiciously so as to encourage compact urban development and to minimize capital and operating expenditures.

The City also needs to protect and enhance the long-term security of its water supply. The watersheds which surround the municipality's three well fields are used extensively for agricultural purposes. Over the long-term, there is great concern about the predicament posed by pesticide use and the accumulation of farm chemicals in the water table. These types of chemicals cannot be removed by normal methods of water treatment. Environmental protection of these watershed areas is a provincial responsibility, and is outside the regulatory authority of the City. Therefore, the City needs to engage in dialogue with the province to ensure that these issues are properly addressed.

### **Defining Our Direction**

Our **goal** is to provide, protect, and enhance Charlottetown's underground services, and to facilitate the timely provision of new infrastructure which supports the continued and well-planned growth of the City.

1. Our **objective** is to secure and protect the quality of the municipality's water supply.
  - Our **policy** shall be to actively engage in dialogue with the province to ensure that land-use activity within the wellfields which supply the City is appropriate.
2. Our **objective** is to provide additional or enhanced underground services and infrastructure which supports the needs of existing users, and which is consistent with the other objectives and policies of this plan.
  - Our **policy** shall be to enhance wastewater treatment at the plant on Riverside Drive with the addition of a third sedimentation tank, and strategies for the reduction of flows to that plant.
  - Our **policy** shall be to provide additional booster station capacity with elevated storage to address the needs of water customers in the Sherwood, West Royalty, East Royalty, and Winsloe areas.
  - Our **policy** shall be to continue our on-going program of replacement and upgrading of existing underground services, and to provide capital funds to extend these services within developed areas in a cost-efficient manner.
3. Our **objective** is to promote conservation measures which are consistent with our desire to become a sustainable municipality.
  - Our **policy** shall be to explore the adoption of universal water metering for all properties which are serviced with municipal water supply.
  - Our **policy** shall be to encourage the development of holding ponds and swales to address storm water runoff requirements.
  - Our **policy** shall be to encourage development proposals which minimize additional demands for water from the City's water system. **Amended May 25, 2005**

### The Environment for Change

Charlottetown needs to undertake a strategic approach to the provision of its underground services, and the enhancement of its infrastructure. By providing capital funds to extend underground services within the existing developed areas, the City will be better able to preserve its open spaces, minimize its capital expenditures, and promote compact urban form. Similarly, the municipality needs to work with the province, as well as undertake its own initiatives, in order to minimize conflicting land-use activity within the watersheds which supply Charlottetown.

Background research undertaken for this plan indicated that the City would have an adequate water supply for the foreseeable future. It also identified some requirements for infrastructure enhancement which will improve capacity problems, or will improve water pressure problems experienced in some parts of Charlottetown. The allocation of capital funds to these projects represents a wise investment in the City's future.

The promotion of sustainable development practices will minimize expenditures required for storm sewers. Likewise, exploring the adoption of water metering for those properties serviced with municipal water will also assist in conserving water supply, providing better leak detection, and ultimately resulting in more equitable user rates.

### The Action

Proposed Action	Responsibility	Time Frame
Water & wastewater within existing developments	City	short-term
Water supply & re-servicing existing development	City	mid-term
Water main & elevation storage, HP system	City	mid-term
Up-grade wastewater treatment plant	City	mid-term
Sewer line extensions to remaining areas	City	mid-term
Water line extensions to remaining areas	City	long-term
Up-grade storm drainage system along CN Rail right-of-way	Public Works	

## 4. ENCOURAGING PROSPERITY

The City of Charlottetown will encourage prosperity through the creation of economic development policies which focus and guide progress for the maximum benefit of its residents. These policies will enable the City to support its traditional commercial base, yet also respond to the transformational forces that are changing the face of business practice and social needs. The City will also direct its energies to assisting those economic initiatives which are sustainable in nature; contribute to diversification of the economy; as well as utilize and enhance the base of knowledge and skills among our residents.

### 4.1 Advancing Economic Development

#### Starting Point

In our increasingly competitive world, one of the most important factors in community development is the ability of various individuals and interest groups to work together toward common goals. Charlottetown, at present, does not have an economic development strategy that brings all the various public and private sector interests together in order to solicit new business and strengthen the City's economic base. To move forward, the municipality must work with its partners to create an economic vision that depicts where it should be going ... and how it can get there. That vision will provide the foundation from which a strategy can be created, in order to identify and pursue new business development.

At the present time, there is no single municipal department, or external agency, which has a staff person working exclusively on the general economic development of the City. Both the Charlottetown Area Development Commission (CADC) and the Capital Commission play valuable roles in promoting the City as a wonderful destination and a great community in which to invest. Nevertheless, resources should be allocated to create a staff position within the City or CADC which is dedicated solely to the promotion of economic development throughout Charlottetown. This economic development officer would be responsible for preparing and disseminating information that would give potential investors a good sense of Charlottetown's physical, social, and economic assets, as well as develop a comprehensive inventory of commercial and industrial properties which are for sale or rent. The officer could also help existing businesses with expansion plans and guide new businesses through administrative start-up procedures, and work with Enterprise PEI to prospect for new investors.

The City's economic vision and strategy should strive to ensure that there is balanced economic growth in Charlottetown. In seeking to diversify the economic base, every effort should be made to position the municipality so that it can take advantage of the opportunities created by social and economic transformation. Technological change, along with cutbacks in the public and private sectors, has led to downsizing and the loss of significant numbers of jobs. These factors, along with an aging population base, have caused shifting economic interests and priorities. With proper municipal direction and orchestration, all of these changes can be converted into economic opportunities that may be of long-term benefit to the City and its residents.

#### Defining Our Direction

Our **goal** is to work with public and private sector partners to promote balanced economic growth, and to position the community to take advantage of opportunities created by economic and social transformation.

1. Our **objective** is to work with those interested in the economic well-being of Charlottetown so as to forge the City's own economic vision and strategy.

- Our **policy** shall be to explore the details of holding a Charlottetown Economic Summit Conference with private and public sector partners in order to create an economic vision and strategy for the City.
  - Our **policy** shall be to provide prompt follow-up to the Economic Summit and work with our partners to quickly and effectively implement its recommendations.
2. Our **objective** shall be to develop an increased level of participation and co-operation within the public and private sectors in order to enhance the level and diversity of economic activity in Charlottetown.
- Our **policy** shall be to place emphasis on innovative approaches to expanding Charlottetown's economic base.
  - Our **policy** shall be to evaluate the benefits of following the Economic Summit with annual economic conferences designed to continue the public-private sector dialogue and to establish annual priorities for economic initiatives.
3. Our **objective** is to energetically promote Charlottetown as a good place to do business.
- Our **policy** shall be to work with our partners to establish the position of Economic Development Officer, whose role will be to work with existing businesses as well as to attract and facilitate the establishment of new businesses in Charlottetown.
  - Our **policy** shall be to develop a comprehensive marketing strategy designed to attract new investment, which would include printed and electronic information about all aspects of doing business in Charlottetown.
  - Our **policy** shall be to use all technological tools at our disposal to promote Charlottetown as a good place to do business.
4. Our **objective** is to ensure that economic development is focused in those areas of the City where it will provide long-term benefit as well as result in optimal use of our physical and financial resources.
- Our **policy** shall be to establish commercial and industrial land-use categories in which specific types of activities will be permitted. The boundaries of these zones will generally be established in accordance with previous or projected land-use patterns, the City's policy to promote compact urban form, the ability of the location to support the use and/or provide necessary services, as well as the need to address the various land-use requirements of our commercial and industrial sectors.
5. Our **objective** is to encourage institutions of advanced education and the private sector to work together to enhance the knowledge and skills of the current and future workforce.
- Our **policy** shall be to facilitate bringing educators together with the private sector to explore the means of better preparing our workforce for future employment opportunities.



6. Our **objective** is to further strengthen the role of tourism as an important element in Charlottetown's economy.
  - Our **policy** shall be to work with public and private sector partners to develop a Charlottetown Tourism Strategy.
  - Our **policy** shall be to work with public and private sector partners to strengthen our tourism base by targeting new tourism opportunities, extending the tourism season, and diversifying the cultural experiences and attractions that Charlottetown has to offer.
  - Our **policy** shall be to continue development of the waterfront in a manner which is in keeping with the ambiance and physical character of our City as a means of increasing the attractiveness of our community to visitors.
  - Our **objective** is to maintain a welcoming and diverse social, cultural, and physical environment which serves to entice businesses to establish in Charlottetown.
  - Our **policy** shall be to continue the beautification of Charlottetown as a means of attracting people, and thus new business development.
  - Our **policy** shall be to ensure that sustainable development principles are applied to economic growth within our limited land base.

### **The Environment for Change**

Economic growth is generally acknowledged to be the driving force behind vibrant and vital communities. The **CHARLOTTETOWN PLAN** establishes the foundations on which this economic growth can occur. The City must establish, with its partners, an economic vision and strategy which will guide the actions of those committed to a secure future for them and their community. The Future Land-Use Map identifies the areas of the City where various forms of economic development will occur, while the policies of this plan present the strategy for achieving it.

It will also be important for the City and its partners to work together to develop a comprehensive marketing strategy designed to attract new investment. Indispensable tools would include printed and electronic information about all aspects of doing business in Charlottetown, and the creation of an electronic web page. In searching for the means to generate economic growth it will be important to emphasize innovation. Imaginative approaches to creating new goods and services will enable the City to entice a much wider spectrum of potential new businesses. It may also require the creation of business parks which possess the technological infrastructure necessary to compete on a world market, or it may mean capitalizing on a new concept devised between educators and business people at a brainstorming session.

Tourism is one sector which has contributed substantially to the local economy and, with proper development, can be further expanded. The City should work with its partners to create a Charlottetown Tourism Strategy which targets new markets, identifies the means of extending the season or creating a winter season, and outlines new opportunities that are in keeping with the ambiance and physical character for which Charlottetown is renowned.

To pull these elements together and co-ordinate all of this activity on behalf of the municipality, Charlottetown needs an Economic Development Officer. If this position is not created within the

municipal administration, or in an external organization such as the Capital Commission or the CADC, it will be extremely difficult to undertake the initiatives outlined in this sub-section.

### The Action

Proposed Action	Responsibility	Time Frame
Hold an Economic Summit	City & partners	short-term
Establish an Economic Development Officer position	City & partners	short-term
Organize a small working group of educators, private sector businesses, and other interested parties to meet regularly and brainstorm	City & educational institutions	short-term
Develop a tourism strategy for the City and its partners	City & partners	mid-term

## 4.2 A Vibrant Downtown – The 500 Lot Area

### 4.2.1 A Starting Point – The Vision:

The 500 Lot Area is the City of Charlottetown’s historic, cultural, civic and symbolic core and functions as the primary shopping, education, entertainment, recreational, service and employment hub within the City and the larger Region. The area is also a charming historical neighbourhood, home to many residents and visited by thousands of tourists each year. The 500 Lot Area benefits from its waterfront and its inventory of magnificent heritage buildings and features. Through the relevant policies of the CHARLOTTETOWN PLAN, the City should ensure that future planning actions within the 500 Lot Area continue to protect, restore and build upon the heritage resources in the area. New development, redevelopment, intensification and changes in land use should not be discouraged as they can have positive influences and make significant contributions to the evolution of the area. However, any proposed changes need to be carefully considered and managed to ensure that they do not undermine or destroy the very elements and qualities that define this area, but rather continue to create a distinct sense of place and contribute to its success.

### 4.2.2 Defining Our Direction:

Our **goal** is to ensure that the 500 Lot Area continues to be the economic, cultural and social centre of Charlottetown and Prince Edward Island. It will also be an area that is well designed, is easily accessed, provides adequate parking, a pedestrian friendly environment and includes healthy residential neighbourhoods.

1. Our **objective** is to recognize the 500 Lot Area is a special place warranting special rules and privileges.
  - Our **policy** shall be to encourage initiatives such as greater public investments in the area, alternative standards and regulations, incentive programs and mechanisms and, creative public-private partnerships to better deliver on development objectives and design excellence.
  - Our **policy** shall be to recognize each Urban Character Area or neighbourhood, including important streets and streetscapes, civic and cultural elements, heritage

resources, squares and parks, public/institutional buildings, gateways and view planes and terminate within the 500 Lot Area, and to establish a new and more detailed Zoning By-Law regime to protect and enhance these resources accordingly.

- Our **policy** shall be to ensure that all new development shall have regard to the Development and Design Standards of the Zoning and Development By-law.
  - Our **policy** shall be to establish a Design Review Process that will require qualifying development proposals to be reviewed by qualified professionals. The Design Review Process will be integrated with the City's development approval process.
2. Our **objective** is to promote new development that reinforces the existing urban structure.
- Our **policy** shall be to require that all new developments reinforce the existing urban structure and hierarchy by ensuring the uses, scale and building typologies are consistent with the location of the site within the urban character continuum.
  - Our **policy** shall be to establish land use designations and policies as well as the implementing Zoning By-Law regulations that will apply throughout the 500 Lot Area.
3. Our **objective** is to reinforce and extend the historic street and block pattern in the 500 Lot Area.
- Our **policy** shall be to discourage any alterations to the existing street and block pattern which is a fundamental defining aspect of the 500 Lot Area's historic character. Alterations to this pattern may only be considered where it results in an improvement of the public realm, such as a public space, while still retaining unfettered pedestrian access and views.
  - Where new development, redevelopment or intensification is proposed, particularly on large development sites, our **policy** shall be to extend the street grid into these news sites with streets and blocks similar in scale to adjacent areas.
4. Our **objective** is to protect, restore, respect and leverage all Heritage Resources.
- Our **policy** shall be to recognize that the 500 Lot Area is comprised of an extraordinary concentration of significant heritage buildings, landmarks and streetscapes. These resources play a prominent role in defining its distinct 'sense of place' and should be recognized as the life-blood of the area's civic, cultural and economic well-being and as such need to be protected and restored.
  - Our **policy** shall be to identify and recognize the heritage attributes of these buildings, landmarks and streetscapes related to their age, architectural interest and historical interest through on-going planning, studies, inventories and other municipal initiatives in order to enable adequate and appropriate protection of these heritage resources.
  - Our **policy** shall be to provide direction through the Official Plan and regulation through the Zoning By-law for each property within the 500 Lot Area to determine the appropriate

degree and design of alterations based upon an evaluation of its heritage attributes. The ability to demolish properties and buildings and the process and timing of granting demolition permits shall also be dependent upon an assessment of each property's heritage attributes.

5. Our **objective** is to ensure that the concept of compatible development is fundamental to all aspects of the CHARLOTTETOWN PLAN.
  - Our **policy** shall be to ensure that all new development within the 500 Lot Area is compatible with its adjacent community. Compatible development shall be defined as development that is not necessarily the same as, or similar to existing development. It is development that enhances the character of the existing community.
  
6. Our **objective** is to protect and strengthen the character of the residential neighbourhoods in the 500 Lot Area.
  - Our **policy** shall be to protect and maintain the health and stability of the existing residential neighbourhoods in the 500 Lot Area to ensure a broad mix of housing and demographic characteristics within proximity to the downtown, which make an important contribution to the area's historic nature and charm.
  
  - Our **policy** shall be to not permit new development, infill nor redevelopment that is out of scale and character with the neighbourhood and which can undermine the community's stability and impact upon the health of the downtown.
  
  - Our **policy** shall be to recognize the importance of the elements that define or contribute to the quality and character of the existing streetscapes within the residential neighbourhoods, including the type of existing built forms, their size, height and massing, the pattern, size and rhythm of the lot fabric and building setbacks, and to preclude any new development, infill or redevelopment in these areas that alters or differs from these elements in such a way that it impairs the quality of these streetscapes.
  
  - Our **policy** shall be to reinforce the stability of these residential neighbourhoods by providing greater certainty about the scale and nature of change that can be anticipated through the land use designations and policies of the CHARLOTTETOWN PLAN, as well as the implementing Zoning By-Law and the *500 Lot Area Development Standards & Design Guidelines*.
  
  - Our **policy** shall be to ensure that new development, redevelopment or infilling within these residential neighbourhoods is designed to ensure that change will be modest and compatible with the adjacent community. The Implementing Zoning By-Law will provide guidance for new development with respect to uses, scale, building types, and setbacks.
  
7. Our **objective** is to provide transitions between areas of differing intensities and scales.

- Our **policy** shall be to maintain and replicate wherever possible the gradual transition between different urban character areas that results from the existing urban structure of the 500 Lot Area
  - Our **policy** shall be to give primary consideration to ensuring a gradual transition between areas within the 500 Lot Area with differing land uses, heights and densities, in assessing all future planning activities and initiatives as well as in reviewing and approving development proposals and applications.
8. Our **objective** is to strengthen visual and physical orientation and connectivity.
- Our **policy** shall be to identify all architectural landmarks that exist within the 500 Lot Area, and to ensure that all future planning initiatives and activities shall respect and reinforce these landmarks and their locations. New developments, public art or public buildings should reinforce these locations in their placement, massing and architectural design.
9. Our **objective** is to recognize that larger and taller buildings have the greatest civic responsibilities.
- Our **policy** shall be to direct new large-scaled buildings and developments to where they already exist and can be accommodated within the 500 Lot Area.
  - Our **policy** shall be to assess new large-scaled buildings and developments in the 500 Lot Area, subject to stringent conditions and performance standards relating to matters such as setbacks, step backs and massing regulations to ensure that they do not overwhelm streetscapes.
  - Our **policy** shall be to facilitate enhanced development permissions for new large-scaled buildings and developments in the 500 Lot Area through a height and/or density bonus afforded only in exchange for public benefits such as heritage protection, community amenities, or public realm improvements. In addition, given their visual prominence, these large-scaled buildings should be held to the highest design standards, exhibiting landmark architectural qualities.
10. Our **objective** is to ensure that all new buildings are designed and constructed so that they become future Heritage resources.
- Our **policy** shall be to ensure that new developments in the 500 Lot Area reflect architectural design that is of its time. Best practices in heritage conservation strongly discourage historic mimicry and pastiche in the design of new buildings, as it undermines the value and authenticity of authentic heritage buildings. New buildings should complement this context through contemporary architecture that authenticity of authentic heritage buildings.
  - Our **policy** is to encourage high quality contemporary architectural design for new buildings that is compatible with existing buildings and streetscapes in the 500 Lot Area. In order to encourage such high quality architecture, higher design standards should be expected and made integral to the development review process and acknowledged or rewarded when achieved.

11. Our **objective** is to ensure that the first 3-storeys fronting on Main Streets matter the most.

- Our **policy** shall be to ensure that new developments within the commercial components of the 500 Lot Area, particularly those that involve redevelopment of existing development or infilling between existing buildings, are designed with careful consideration for how the first 3-storeys interface with the street and the existing streetscape and how they provide visual interest.
- Our **policy** shall be to ensure that new buildings within the commercial components of the 500 Lot Area properly address the sidewalk with frequent entries and windows and particular attention should be paid to the quality of materials and architectural detailing. Shop fronts should animate the street with prominent heights, high levels of transparency, and narrow human-scaled widths. Higher levels should step-back above the 3rd storey to reinforce the area's prevailing low-rise street wall.
- Our **policy** shall be to prohibit blank or inactive grade levels on new buildings in the commercial components and waterfront of the 500 Lot Area, as well as pedestrian bridges or tunnels over or under streets, to protect the pedestrian environment and to ensure its maximum animation.

#### **4.2.3 The Environment for Change:**

The environment for change is focused on an urban structure that recognizes the historic physical framework, and identifies a future land use pattern that is intended to manage appropriate change throughout the 500 Lot Area. The urban structure and the overarching physical framework articulated in the CHARLOTTETOWN PLAN are necessary for understanding the varying patterns and elements that define the 500 Lot Area, as well as the unrealized opportunities.

##### **1. Land Use Designations**

- *Schedule "B1" The 500 Lot Area Future Land Use Plan* provides the framework structure for the land use designations, and will inform the Zoning By-Law with respect to appropriate uses, setbacks, heights, massing, parking arrangements and building typologies for new developments, as well as the direction for character and quality of development in the 500 Lot Area.

##### ***Park/Cultural Designation***

- The Park/Cultural Designation applies to all existing parks and squares in the 500 Lot Area, including Rochford Square, Connaught Square, King's Square, Hillsborough Square, Joseph A. Ghiz Memorial Park as well as the linear system east of Kent Street and Esher Street along the Confederation Trail. The Park/Cultural Designation also applies to the Queen's Square lands, which are those within the block bounded by Grafton Street, Prince Street, Richmond Street and Queen Street that contain the historically designated Confederation Centre of the Arts, Province House, the Library and St. Paul's Cathedral, all in an open space setting.

- Queen's Square, Joseph A. Chiz Memorial Park and the four civic squares (Rochford, Connaught, King's and Hillborough) are evenly distributed throughout the 500 Lot Area and each represents a fundamental component in both the history and the physical structure of the area. These squares and parks are not only important places for gathering, recreation and civic and cultural functions within the community, the City and the Region, but they also represent an integral and irreplaceable part of Charlottetown's image, history, identity and sense of place.
- The Park/Cultural Designation is intended to ensure the protection and preservation of these important buildings and their surrounding open spaces and ensure that no changes are made to them, which would negatively impair their appearance, character or function. Due to the historical designations in place on the properties located within Queen's Square and the importance of the surrounding open spaces to the character of the block, no significant changes are expected to take place to either the exterior of the buildings or their layout and placement on the lot and the relationship to the surrounding open spaces. Changes must only occur where it is deemed to be absolutely necessary in order to rectify an existing problem that puts the stability of this area at risk or where it would result in a measurable improvement over an existing unsatisfactory condition.
- Similarly, no changes shall be entertained on those lands adjacent to or within the vicinity of the Park/Cultural Designation which would negatively impair the appearance or function of the lands within the Park/Cultural Designation.

#### ***Downtown Neighbourhood Designation***

- The Downtown Neighbourhood designation applies to areas that have a prevailing residential use and character and are generally focused on the areas of Rochford, Connaught, Hillsborough and King's Squares.
- The Downtown Neighbourhood areas are defined by a variety of residential building types of differing architectural styles, but predominantly in 2-3 storey house forms such as detached, semi-detached and row housing. These areas also include some apartment forms and institutional buildings.
- Changes that take place in the Downtown Neighbourhood areas will be modest and primarily in the form of small-scale residential renovations, infilling and additions that are consistent with the surrounding built character and existing built forms.
- Where new development or a change in land use is proposed for lands designated Downtown Neighbourhood that are directly adjacent to or in close proximity to lands designated Park/Cultural Area, the new land use or change in land use shall not impact upon the existing uses or forms of development within the Park/Cultural Area such that the look or function of the Park/Cultural Area is impaired or the amenity or enjoyment of such lands is lessened.
- The implementing Zoning By-Law shall outline the permitted uses and building types within the Downtown Neighbourhood designation and provide the standards for minimum lot frontage, building height and massing and the placement of accessory buildings, parking and access.

- All development proposals within the Downtown Neighbourhood designation shall have regard to the Development and Design Standards, of the Zoning and Development Bylaw.
- Further, all development proposals may be required, at the discretion of the City, to be evaluated through a Design Review Process, as established by the City and prescribed in the Zoning & Development By- Law.

***Downtown Mixed-Use Neighbourhood Designation***

- The Downtown Mixed-Use Neighbourhood designation applies to areas that are similar to Downtown Neighbourhood areas in terms of built character, except that these areas provide for a slightly broader mix of uses. Downtown Mixed-Use Areas generally provide a transition between the predominantly residential uses in the Downtown Neighbourhood designation areas and the more intense and larger scaled buildings associated with the Downtown Main Street and Core designation areas.
- The house-form building remains the predominant building type found within Downtown Mixed-Use Neighbourhoods, although conversions of many residential structures to accommodate mixed-uses (commercial and residential) or to entirely non-residential uses have occurred.
- Apartment and office buildings, as well as parking structures exist and shall continue to be permitted in Downtown Mixed-Use Neighbourhood areas with careful design considerations.
- Although the uses in the Downtown Mixed-Use Neighbourhood areas may be more transitional in nature, the prevailing residential character of the built form should remain intact.
- Any bonus height shall be subject to the development standards setbacks set out within the Zoning By-Law for Downtown Mixed-Use zones. Developments considered for a height bonus shall demonstrate to the satisfaction of the City that the development adheres to the highest possible standards in architectural, landscaping and material quality that is consistent with all the applicable design features. Additional studies and analysis may be required in order to ensure that additional height and/or massing granted meet the desired performance standards with respect mitigating the visual, shadow, wind, traffic and heritage impacts.
- Where new development or a change in land use is proposed for lands designated Downtown Mixed-Use that are directly adjacent to or in close proximity to lands designated Park/Cultural Area, the new land use or change in land use shall not impact upon the existing uses or forms of development within the Park/Cultural Area such that the look or function of the Park/Cultural Area is impaired or the amenity or enjoyment of such lands is lessened.
- The implementing Zoning By-Law shall outline the permitted uses and building types within the Downtown Mixed-Use Neighbourhood designation and provide the standards for minimum lot frontage, building height and massing and the placement of accessory buildings, parking and access.



- All development proposals within the Downtown Mixed-Use designation shall have regard to the Development and Design Standards, of the Zoning and Development Bylaw.
- Further, all development proposals may be required, at the discretion of the City, to be evaluated through a Design Review Process, as established by the City and prescribed in the Zoning & Development By- Law.

#### ***Downtown Main Street Designation***

- The Downtown Main Street designation applies to the traditional, retail-oriented mixed-use corridors generally associated with Queen Street and University Avenue and segments of other streets around the Core. The Downtown Main Street areas are predominately defined by 2-4 storey continuous buildings placed close to the street edge and consisting of narrow storefronts at the street level, with office and residential uses on the upper levels. In addition to the predominant built form, there are also a number of existing or approved buildings that range between 5-6 storeys.
- Infill or redevelopment in these areas should reinforce these characteristics and with sensitivity where heritage is impacted.
- Any height bonus shall be subject to the development standards setbacks set out within the Zoning By-Law for Downtown Main Street zones. Developments considered for a height bonus shall demonstrate to the satisfaction of the City that the development adheres to the highest possible standards in architectural, landscaping and material quality that is consistent with all the applicable design features.
- Where new development or a change in land use is proposed for lands designated Downtown Neighbourhood that are directly adjacent to or in close proximity to lands designated Park/Cultural Area, the new land use or change in land use shall not impact upon the existing uses or forms of development within the Park/Cultural Area such that the look or function of the Park/Cultural Area is impaired or the amenity or enjoyment of such lands is lessened.
- The implementing Zoning By-Law shall outline the permitted uses and building types within the Downtown Main Street designation and provide the standards for minimum lot frontage, building height and massing and the placement of accessory buildings, parking and access.
- All development proposals within the Downtown Main Street designation shall have regard to the Development and Design Standards, of the Zoning and Development Bylaw Further, all development proposals may be required, at the discretion of the City, to be evaluated through a Design Review Process, as established by the City and prescribed in the Zoning & Development By-Law.

#### ***Downtown Core Designation***

- The Downtown Core designation defines the area with the greatest intensity of commercial and office use and the tallest buildings in the Downtown area. The Downtown Core area is generally comprised of continuous retail uses at-grade with

heights that range between 2-10 storeys. The taller buildings include office and hotel uses. Most structures are relatively contemporary.

- Significant infill or redevelopment is anticipated to take place within the Downtown Core area and will be of the largest scale in the 500 Lot Area. Bonus heights shall be subject to the development standards setbacks set out within the Zoning By-Law for Downtown Core zones. Developments considered for a height bonus shall demonstrate to the satisfaction of the City that the development adheres to the highest possible standards in architectural, landscaping and material quality that is consistent with all the applicable design features.
- Where new development or a change in land use is proposed for lands designated Downtown Core that are directly adjacent to or in close proximity to lands designated Park/Cultural Area, the new land use or change in land use shall not impact upon the existing uses or forms of development within the Park/Cultural Area such that the look or function of the Park/Cultural Area is impaired or the amenity or enjoyment of such lands is lessened.
- The implementing Zoning By-Law shall outline the permitted uses and building types within the Downtown Core designation and provide the standards for minimum lot frontage, building height and massing and the placement of accessory buildings, parking and access.
- All development proposals within the Downtown Core designation shall have regard to the Development and Design Standards of the Zoning and Development Bylaw. Further, all development proposals may be required, at the discretion of the City, to be evaluated through a Design Review Process, as established by the City and prescribed in the Zoning & Development By- Law.

## **2. Streetscapes Plan**

- *Schedule "B2" Streetscapes Plan the 500 Lot Area* provides the framework structure for the all of the various street types within the 500 Lot Area. The relationship between the streets and adjacent land uses is considered a fundamental character giving element of the City's image.
- The streets in the 500 Lot Area are the most significant and enduring historical features, remaining largely intact since the founding of Charlottetown 240 years ago.
- The distinctive hierarchy comprised of both grand and broad streets as well as charming and narrow ones create the extraordinary diversity of experiences from one block to the next and is fundamental to the area's distinct sense of place. The grid of streets is also finely interconnected creating small blocks that lend to the area's walkability.
- The varying street right-of-ways greatly define the character of the streetscapes as it impacts the sense of scale and how buildings interface with the street with respect to uses, front-yard setbacks, and building elements such as porches.

- Infill or redevelopment will need to be responsive to the character of the streetscape being addresses.
- The hierarchy of streets that are found in the 500 Lot Area include the following:
  - *Broad Streets* – have the widest street right-of-ways in the 500 Lot Area. In residential character areas, houses tend to be larger with porches and generous landscaped front yards.
  - *Typical Streets* – have narrower right-of-ways than Broad Streets and are more typical of traditional residential streets, accommodating a variety of front-yard conditions and often depending on the architectural style of the buildings.
  - *Narrow Streets* - are exceptionally narrow street right-of-ways often characterized by buildings placed very close to the street edge, and usually affording space for no more than a modest stoop.
  - *Continuous Retail Storefronts* – identify the street frontages that have continuous and generally narrow storefronts. Along these streets, buildings are consistently located close to or at the street edge and with frequent entrances and generous display windows that animate the sidewalk.
  - Although not shown specifically on Schedule “B2”, certain streets within the 500 Lot Area may evoke a special “Neighbourhood Character Streetscape” that results from the relationship between the streets and the adjacent land uses and buildings. These streets do not necessarily have to contain historically or architecturally significant buildings or features, but their streetscapes can still be a fundamental character defining element of the image of the City and the 500 Lot Area. Thus, the inclusion of specific policies and regulations for the 500 Lot Area is appropriate to ensure that defining elements of “Neighbourhood Character Streetscapes” are maintained and protected and that development does not significantly alter or impair their essential elements.
  - *Walkable Streets* – *the portions of streets perpendicular and south of Water Street as shown on Schedule “B2”. Such streets prolongate to the waterfront and are intended to be vibrant interactive public spaces. Ground level uses along these streets are meant to animate the street and contribute to the pedestrian experience while creating a strong and distinct sense of place. Permitted uses should be commercial/retail, cultural and tourism service oriented in nature.*

### **3. Civic Elements Plan**

- *Schedule “B3” Civic Elements Plan for the 500 Lot Area* provides guidance on a number of key civic elements that are important to the image of the 500 Lot Area, and to Charlottetown in general.
- The Civic Elements Plan defines the existing and potential aspects of the 500 Lot Area that reinforce a distinct ‘sense of place’ and that enhance the experience one has in moving through the district.

- Together these elements lend to the celebration of history, provide a sense of entry, help to orient visitors, highlight important landmarks and streets, and strengthen visual and physical connections between the downtown, neighbourhoods, open spaces and waterfront.
- New developments should be consistent with and reinforce these civic elements.
- The key components of the Civic Elements Plan found within the 500 Lot Area include the following:
  - *Potential Heritage Designation* – buildings on properties graded as Level 1, should be a priority for heritage designation.
  - *Landmark View Plane* – the iconic cone of view of Province House looking north on Great George Street. The heights of buildings within the view plane to the north of Province House should be restricted to ensure they do not come into view from the perspective of a pedestrian standing at any point between Dorchester Street and Richmond Street.
  - *Landmark Streets* – streets of landmark civic character due to their historic, symbolic, and primary pedestrian function. These streets also serve as important connections between key destinations. Buildings along these streets should exhibit the highest quality in architecture and materiality.
  - *Civic Streets* – streets that serve as important pedestrian connections between key destinations, open spaces and the waterfront. Buildings along these streets should exhibit a high level of quality, particularly at the level of the street, so as to enhance the pedestrian experience.
  - *Key Civic Frontages* – visually prominent building frontages that frame Landmark Streets, the five civic squares spaces and the waterfront. Due to their prominence, these frontages greatly shape the image and experience of the district and warrant the greatest attention to design, detail and material quality.
  - *Key Gateways* – these are the primary or symbolic points of entry into the district, which should be reinforced through a combination of distinctive streetscaping, landscaping, signage and/or architectural corner treatments.
  - *Key Views & Termini Sites* – these view corridors terminate at key natural features, open spaces or building sites. Through public art, monuments or landmark architectural treatments, these termini sites provide an opportunity to celebrate important views while helping to orient and draw visitors throughout the district.
  - *Key Corners* – these sites correspond to the corners of key intersections and at gateways, which should be reinforced through high quality and distinctive architectural treatments.
  - *Potential Open Spaces* – potential or improved major publically accessible open spaces that serve to strengthen a connected network and that can include greens,

plazas, recreational trail, boardwalks, multi-purpose surface parking areas, concession buildings and pavilions.

- *Potential Promenade* – enhanced pedestrian paths to strengthen connections between or along streets and reinforced with a strong landscaping feature such as a double row of trees.

### 4.3 Creating Suburban Centres

#### Starting Point

All municipalities contend with the struggle of trying to keep their downtown areas strong and vital while also trying to maintain the health of secondary commercial centres. Charlottetown is no different. In the 1970s, the West Royalty Shopping Centre was built at the intersection of University Avenue and the Trans Canada Highway. It subsequently expanded and was re-named the Charlottetown Mall. The construction and expansion of this mall, along with the construction of the Sobeys' and Canadian Tire stores across the highway, raised concerns with core area merchants. Downtown businesses had difficulty visualizing how they could survive in the face of such significant competition. Indeed, a number of businesses in the downtown core did close or fail. But both the downtown core and the Charlottetown Mall continue to survive. Businesses in each area have had to make adjustments in order to remain competitive. They continue to adjust as a result of the completion of the Confederation Bridge, but that is all part of the competitive nature of doing business.

The Sherwood Shopping Centre is a suburban commercial venture which has grown over the years and has also attracted some office uses from the downtown core. It was initially established as a local shopping area with a grocery anchor, and it has since grown to become a significant service centre in the community. The Plan recognizes the significance of the existing Sherwood Shopping Centre as an important suburban neighbourhood commercial centre but it is now constrained by the “hemming-in” effect of a substantially built-up Sherwood residential neighbourhood.

Given the size and established nature of the Charlottetown Mall, the developing Wal-Mart site and the lands in that vicinity yet to be developed, this plan recognizes the importance of the area as a defined suburban commercial centre with a regional focus. While the downtown core will continue to remain as the principal focus of commercial and institutional growth and development in Charlottetown, the Charlottetown Mall and surrounding lands will continue to develop as a mixed-use area supporting a range of commercial, institutional, and residential facilities. The Charlottetown Mall/Wal-Mart suburban centre as shown on the Future Land-Use Map will require concept plans.

It is anticipated that the Charlottetown Mall suburban centre will also contribute to the creation of a more compact urban form, and become the locale for delivery of many community-based services. The *CHARLOTTETOWN PLAN* encourages mixed-use development in this suburban centre including multiple family dwellings in this comprehensively planned area.

#### Defining Our Direction

Our **goal** is to recognize and establish a major commercial suburban centre, focused on the Charlottetown Mall, Wal-Mart, which will to meet the commercial needs of many suburban and rural neighbourhoods, provide community-based services, and support medium-density residential development.

1. Our **objective** is to support the measured mixed-use growth of the major commercial suburban centre and the establishment of the suburban neighbourhood centre as shown on the Future Land-

Use Map, without diminishing the key commercial and institutional role played by the downtown and without unduly taxing the abilities of municipal infrastructure or impeding the existing transportation network.

- Our **policy** shall be to allow incremental mixed-use development of the major commercial suburban centres which includes commercial uses, small scale office or administrative uses, institutional and recreational uses, and residential development, and to support the continuing growth of the Charlottetown Mall and Wal-Mart areas and without adversely affecting existing low density residential areas.
  - Our **policy** shall be to support any initiatives taken by the business communities in suburban centres to establish a Business Improvement Area.
  - Our **policy** being sensitive to any existing residential low density housing, shall be to allow medium density mixed-use development within the major commercial suburban centres as a means of increasing the attractiveness of the location and promoting compact urban form.
2. Our **objective** is to create a distinct physical image and identity for each suburban centre through the development of design guidelines and streetscape improvements.
- Our **policy** shall be to work with our partners in each centre to develop appropriate design guidelines for the development of streetscape features and structures.
  - Our **policy** shall be to encourage in suburban centres the development of small to medium-scale structures, and in the Sherwood Shopping Centre, to encourage the development of a village atmosphere through the application of comprehensive urban design principles for buildings and street improvements.
  - Our **policy** shall be to require that appropriate landscaping be introduced as part of any expansion or improvements in both suburban centres so as to improve the visual appeal and general attractiveness of these areas.

### **The Environment for Change**

One of the primary thrusts of the *CHARLOTTETOWN PLAN* is to promote efficient growth and development, and compact urban form. The designations of the major commercial suburban centre and the suburban neighbourhood commercial centre are designed to reduce the land-use conflicts which arise from scattered commercial development throughout the City, and to encourage the establishment of a mixed-use centre which will serve the needs of residents in Charlottetown's suburban and rural neighbourhoods.

As the market place responds to the changes in commercial activity brought about by completion of the Confederation Bridge, it will be important to maintain the commercial hierarchy which presently exists. The highest level of development and mercantile activity should take place within the downtown core, with the Charlottetown Mall/Wal-Mart area serving as a secondary major commercial area and the Sherwood Shopping Centre fulfilling its neighbourhood service function. At the same time, the Charlottetown Mall suburban centre should also evolve to become a mixed-use area which can support commercial and institutional uses, medium density residential development, and provide community-based services and recreational amenities.

The *CHARLOTTETOWN PLAN* anticipates that comprehensive development of the major commercial suburban centre will require detailed concept planning. This will provide for well thought out development of various land-use activities, including public amenities, as well as better integration with the municipality’s transportation network. It will also be the City’s aim to work with local stakeholders in both suburban centres to nurture development opportunities, and to create distinct identities through building design, site planning, and streetscape improvements.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Support the initiative of the business communities in the Suburban Centres to create Business Improvement Areas	City & business communities	On-going
Work with partners in each centre to develop distinct identities and design guidelines for streetscaping features	City	Mid-term
Undertake concept plans for the suburban centre surrounding the Charlottetown Mall	City	Mid-term

**4.4 The Two Commercial Corridors**

Complementing the two suburban centres are two arterial streets which connect the Charlottetown Mall/Wal-Mart area and Sherwood Shopping Centre to the downtown core. Like the two suburban centres, the roles of these two arteries have evolved over time. Since the Charlottetown Mall was built, commercial development along University Avenue has grown to a point where this route has become a destination as well as a means of getting in and out of the downtown core. This is clearly due to the various urban and commercial services that have located along this corridor, such as the former K- Mart Mall, the University Plaza, and the former Oak Tree Place. Changes are constantly taking place along University Avenue, and each change that happens introduces additional destination features.

The two-fold role which characterizes University Avenue has contributed to substantial traffic warrants and congestion. Its function as the major transportation corridor serving the two primary shopping destinations in the City -- the downtown core and the Charlottetown Mall/Wal-Mart site -- is steadily being diminished because of the need to improve intersections and traffic flow.

To a lesser extent, St. Peter’s Road (south of the Sherwood Shopping Centre) is also a traffic artery that has been transformed from predominantly residential use to retail, office, or highway commercial activities. As a consequence, traffic warrants on this route have also increased. However, some of the recent commercial developments along this arterial, such as the Shops of St. Avars and the Parkdale Pharmacy, demonstrate coherent building design, site planning, and execution. In order to improve the character of this area, further development along St. Peter’s Road should continue to reflect tasteful site planning principles.

**Future Direction**

Our **goal** is to enhance the urban activities and functions which have evolved on University Avenue, and along the stretch of St. Peter’s Road between the Sherwood Shopping Centre and the former CN Rail corridor.

1. Our **objective** is to support the measured and appropriate growth of the two commercial corridors on University Avenue and St. Peter's Road, which are predominantly characterized by highway commercial uses.
  - Our **policy** shall be to allow incremental growth of highway commercial, medium density residential, and institutional uses on the west side of University Avenue, except as may be provided for through concept planning of the Charlottetown Mall/Wal-Mart area suburban centre.
  - Our **policy** shall be to encourage the redevelopment of the University Avenue Malls south of Belvedere Avenue and where possible the expansion of the existing malls for compact urban form and to support the existing neighbourhoods around these malls.
  - Our **policy** shall be to use detailed concept planning to determine the form, scale, and use of lands on the east side of University Avenue north of Allen Street.
  - Our **policy** shall be to allow incremental growth of medium sized highway commercial, medium density residential, and residential uses along both sides of St. Peter's Road between the Sherwood Shopping Centre and the CN Rail corridor.
2. Our **objective** is to increase the efficiency of University Avenue as the City's primary arterial route.
  - Our **policy** shall be to review the prospect of widening the roadbed (where possible) on University Avenue in order to promote increased efficiency and safety of traffic movement.
  - Our **policy** shall be to develop standards for access from University Avenue, and to work with property owners to consolidate these access points.
3. Our **objective** is to work with our partners on University Avenue and on St. Peter's Road to enhance the appearance of these routes as destination points and as entrances to the downtown core.
  - Our **policy** shall be to work with our partners 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.
  - Our **policy** shall be to encourage the evolution of intimate and coherent urban forms along St. Peter's Road through the design, scale, and site planning of new developments.

### **The Environment for Change**

The stretch of St. Peter's Road from the Sherwood Shopping Centre to the CN Rail corridor and the entire length of University Avenue should continue to serve as highway commercial destinations. However, new development on St. Peter's Road needs to become more intimate and coherent. Both streets require enhanced traffic controls to facilitate effective transit to and from the downtown core. Furthermore, University Avenue should be improved in order to remove present traffic bottlenecks. This upgrading will contribute to efficient movement of vehicular traffic into and out of the downtown core, and will also facilitate safe access and egress to and from the many businesses on these arterials.



## The Action

Proposed Action	Responsibility	Time Frame
Undertake to establish concept plans for the tracts of land on the west side of University Avenue	City	Mid-term
Where possible, review the prospect of widening the roadbed on University Avenue from Allen Street to Euston Street	City	Mid-term
Enhance appearance of University Avenue & St. Peter's Road	City	Mid-term

## 4.5 Supporting Home Occupations

### Starting Point

Technological and market change are precipitating dramatic reformation in the work place. Employees who have fallen victim to downsizing, cutbacks, or early retirement are seeking new business opportunities. These transformational shifts are also being abetted by dramatic improvements in information and communications technologies. In addition, there are individuals who are simply looking for a different, more appealing work environment. Collectively, these forces are leading to a rapid increase in the establishment of home occupations as a form of employment and income. As with other indices of social and economic transformation, this is a phenomenon which crosses all boundaries in North America. Nonetheless, if positioned properly, the establishment of more home occupations in Charlottetown can become an important vehicle for economic growth and development within this community.

As more people reach a stage in their lives where they need or want to move on to new career paths, many of them will pursue opportunities in communities that offer outstanding quality of life attributes, which may include the *ability* to provide employment and income within their own homes. Other parts of the **CHARLOTTETOWN PLAN** make reference to the importance of hardwiring the City to take advantage of information technology applications, creating educational and health delivery systems which address the needs of a changing population base, and leaving a lasting physical legacy that will be of benefit for decades to come. These features all speak to quality of life issues which people consider when they take decisions to move to a new locale. For many of these individuals, an equal consideration will be the ability to live in a community which enables them to earn a living within their own household.

It is therefore important for Charlottetown to encourage the development of home occupations within the City, yet protect the residential integrity of neighbourhoods where these enterprises are established. In order to strike this balance, the Zoning By-law needs to define terms and conditions for home occupations which minimize land-use conflicts and assures that the character and identity of residential areas are preserved. With these reasonable terms and conditions in place, one more element will be added to those features potential newcomers consider in their location decisions. As well, it will also enable more residents to continue to live and work within their own community.

### Defining Our Direction

Our **goal** is to encourage home occupations as a platform for new economic growth and community development.

1. Our **objective** is to support the creation and operation of home occupations in all residential zones on the condition that they are clearly secondary to the residential use of a property and do not create land-use conflicts.
  - Our **policy** shall be to set out in the Zoning By-law the terms and conditions on which allow unobtrusive home occupations within the City of Charlottetown.
  
2. Our **objective** is to support the creation and operation of bed & breakfast and tourist home establishments in all residential zones.
  - Our **policy** shall be to allow unobtrusive bed & breakfast and tourist home establishments in all residential zones, subject to all other applicable land-use and development regulations.
  - Our **policy** shall be to require that all operators of bed & breakfast and tourist home establishments reside in those premises.
  - Our **policy** shall be to require that all operators of bed & breakfast and tourist home establishments be registered and licensed by both the Province and the City of Charlottetown.

**The Environment for Change**

Anecdotal evidence suggests that home occupations are one of the fastest growing forms of economic development in North America. It is therefore important to recognize that, in the 21st century, home occupations will be more than just a permitted activity with terms and conditions: they are part of a total environment which more people are seeking when they make location decisions. If Charlottetown wants to attract more residents to live in the City -- with the investments and other contributions they make to community life -- then it must allow people to work from within the comfort of their home ... provided they abide by reasonable terms and conditions. The policies that have been laid out in this plan, along with appropriate development control tools built into the City's development by-law, will provide the strategic direction for home occupations to contribute to economic development in Charlottetown, as well as an acceptable balance between entrepreneurship and the rights of residential neighbours.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Closely monitor the effectiveness of the new Zoning By-law on home occupations, bed & breakfasts and tourist homes	City	On-going

**4.6 Information Technology Infrastructure**

**Starting Point**

To remain competitive, Charlottetown must position itself in front of rapidly advancing technological change. To meet this challenge, the City has to work with its private and public sector partners to provide businesses and residents with the infrastructure to advantageously harness new communication and other productivity tools. By seizing this initiative, Charlottetown will not only remain competitive with other

Maritime communities, but will be in the forefront of those municipalities that can offer highly advanced business productivity infrastructure along with an outstanding quality of life.

It is anticipated that technological change will not only reduce the number of jobs available, but it will also lead to a redistribution in the location of employment opportunities. For this reason, it is not only important for Charlottetown to have the technical infrastructure to harness change, it is equally important to anticipate the physical, social, and economic dimensions of that change. While the downtown will continue to be the axis for economic development within the City, with the two suburban centres providing a supporting role, there are other environments which may also be conducive to fulfilling the business needs arising from economic and social transformation. To this end, homes will have offices designed to sustain more types of economic activity, and new business parks will be imprinted with state of the art infrastructure and strategically clustered with complementary types of activities. Charlottetown needs to prepare itself *now* for these changes and challenges.

### **Defining Our Direction**

Our **goal** is to work with public and private sector partners to position Charlottetown in front of rapidly advancing technological change, and to provide the City with the infrastructure to harness technological change to its advantage.

1. Our **objective** is to establish the necessary infrastructure to enable residents and businesses in Charlottetown to use information technology to their advantage.
  - Our **policy** shall be to work with public and private sector partners to ensure there is the appropriate municipal infrastructure in place to facilitate optimal use of information technology.
  - Our **policy** shall be to encourage any new development to incorporate within its design the ability to provide enhanced communications abilities through information technology.
  - Our **policy** shall be to create a physical environment conducive to the needs arising from economic and social transformation by exploring the development of high technology business parks as part of the detailed concept planning for our key re-urbanization areas.
2. Our **objective** is to use information technology to promote Charlottetown as a very attractive place in which to invest or to visit, and to provide information about available public and private sector services within the City.
  - Our **policy** shall be to work with public and private sector partners to ensure the creation of an innovative and interactive web site for the promotion of Charlottetown.
  - Our **policy** shall be to incorporate the necessary infrastructure and operating platforms to support applied use of information technology within municipal operations.

### **The Environment for Change**

To capitalize on the opportunities provided by the new wave of information technology, Charlottetown must introduce the appropriate infrastructure which supports business, educational, and residential applications. This will require all stakeholders to discuss the most effective and practical ways and means of moving forward. The City must also work with other partners in the development of high technology business parks, and in attracting the types of businesses which would utilize them.

## The Action

Proposed Action	Responsibility	Time Frame
Initiate meetings with appropriate parties to ensure appropriate municipal infrastructure to facilitate optimal use of information technology	City & partners	Short-term
Explore development of high technology business parks as part of concept plans for key re-urbanization areas	City	On-going
Create a web site for the City of Charlottetown	City	Short-term
Continue to introduce Infrastructure and information technology operating systems	City	Short-term

## 4.7 Health Care Initiatives

### Starting Point

Sound health care is a cornerstone of community well-being. Charlottetown is fortunate to have a first-class public health system. Its services and facilities are of benefit to patients from throughout Prince Edward Island, as well as those who reside in the City. The provision of excellent care for local residents, along with those from around the province, will continue to be the public health system's most important priority.

However, decision-makers should also be mindful of the fact that medical services and facilities can be more than an essential service. They can also be a springboard for economic growth and development. With an aging population base, the demand for health care services for seniors will continue to grow, both within the province and across the nation. As the new City of Charlottetown prepares for the challenges of the 21st century, it should recognize the importance of health care to the population as a whole, and to seniors in particular.

The introduction of medical services and facilities which cater to the specific needs of seniors, acting in concert with the outstanding quality of life found in Charlottetown, could make the City a desirable place of residence for affluent seniors from across Canada. It could also serve to attract other seniors who came to Charlottetown as visitors, and paid to have their health care needs attended to. This initiative has the potential to bring new wealth to the local economy, as well as create direct and indirect employment for many local residents. It will also require a thorough cost-benefit analysis to ensure that program development and delivery at the centre does not unfairly burden the public acute care system. Nevertheless, given the level of interest in this project which exists amongst community leaders and other stakeholders, and the potential benefits which may arise from it, this initiative should be considered a high priority for civic leaders.

### Defining Our Direction

Our **goal** is to work with public and private sector partners to explore the opportunities and costs presented by initiatives in health care development.

1. Our **objective** is to strike a steering committee composed of officials from the three levels of government, non-governmental organizations, the medical community, and the private sector to pursue initiatives in health care development.

- Our **policy** shall be to strike a steering committee who will be responsible for exploring the development and delivery of health care initiatives.

**The Environment for Change**

Pursuing the development and delivery of health care initiatives, especially those which may meet the needs of seniors, is another tangible means by which Charlottetown can position itself in front of the forces of economic and social transformation. Demographic change will have profound implications for all Canadian cities over the next 20-30 years. A number of leading demographic analysts have argued that the presence of good health care facilities can serve as a strong incentive to attract relatively prosperous new retirees whose arrival will create additional demand for goods and services.

While Charlottetown and many other cities have a sound acute health care system, few centres offer specialized clinical facilities which meet the specific health care needs of seniors... and can combine it with the ambiance of a small urban community. The development and delivery of these health care initiatives would provide a valuable medical resource for Island seniors, and would help energize the local economy. It would also enable Charlottetown to elevate itself amongst other communities in Canada who are seeking to attract and benefit from the presence of more seniors.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Strike a steering committee composed of government, non-government, medical community & private sector representatives	City, Province, medical community & private sector	Short-term

**4.8 Appropriate Industrial Development**

**Starting Point**

Charlottetown should be taking steps to position itself for appropriate industrial growth. With the completion of the Confederation Bridge, the City should now be moving to compete with other Maritime communities, and to reclaim its share of industrial development occurring within the province. This will continue to be a challenge until an industrial growth strategy is devised, and a well-coordinated team approach to using industrial lands in the City is applied.

With the exception of the West Royalty Industrial Park which is managed by Enterprise PEI, there is no co-ordination of appearance, operation, or promotion of properties within the City’s industrial zones. This is not a unique situation: many municipalities have industrial lands which are not managed. However, as the economic centre of the province, it is very important for Charlottetown to better align itself so it can compete against the advantages offered by other Maritime cities. Halifax and Moncton have industrial parks which have been planned, serviced, packaged, and promoted in a comprehensive fashion. While Enterprise PEI has been doing this with the West Royalty Industrial Park for more than two decades, there are presently only eight acres available for development in that location. It is therefore time to carefully consider the manner in which new industry can be attracted to Charlottetown ... and where that industry can flourish.

To begin with, the City needs to develop its own industrial development strategy. It must decide what the municipality and its partners consider to be target markets for industrial growth. It must also be clear with regard to the role it wishes to play with its partners in promoting, prospecting, developing, and packaging

industrial lands. Different classifications of industrial use will help to focus the types of development suitable for particular locations within the City, and thereby minimize land-use conflicts. Efforts should also be made to ensure that existing industrial activities offer greater compatibility with adjoining lands. This can be accomplished through a number of different techniques including limiting the hours of operation, or the addition of landscaping features, such as berms or screening.

It is also important for the City to establish what types of industrial uses are appropriate within its boundaries, where they should be located, what servicing requirements may be necessary, and what potential environmental impacts or land-use conflicts may arise from development. Council should ensure that all industrial uses, from light to heavy, have adequate measures in place to prevent or mitigate pollution that could threaten the quality and quantity of surface and ground water resources, and the quality of the air (including noise). Moreover, Council should also require the proponent to pay for new municipal water and wastewater transmission lines, where such services are required.

### **Defining Our Direction**

Our **goal** is to create new land-use categories which reflect the types of industrial development that are appropriate for Charlottetown, to designate tracts of land for them, and to work with public and private sector partners to stimulate this type of growth.

1. Our **objective** is to create new industrial land-use categories which reflect the evolutionary changes in that sector of the economy.
  - Our **policy** shall be to clearly delineate three different classes of industrial use: Business Park, Light Industrial, and Heavy Industrial.
  - Our **policy** shall be to establish as one of the City's industrial zones a Business Park zone which is intended for offices, research organizations, and light industries which are predicated on high technology or research.
  - Our **policy** shall be to establish a Light Industrial zone which is intended for industrial activities which do not create obvious land-use conflicts.
  - Our **policy** shall be to establish a Heavy Industrial zone which is intended for industries that may cause land-use conflicts, or may be best located adjacent to or near by the City's major arterial routes. This class would include bulk storage of environmentally sensitive or dangerous goods.
2. Our **objective** is to continue to support the growth of industry in Charlottetown by directing specific types of development to areas which are best suited to those uses.
  - Our **policy** shall be to work with our partners to ensure all prospective investors are provided with the support and information necessary for them to make informed location decisions about their business or industry.
3. Our **objective** is to ensure that industrial zones do not detract from Charlottetown's character and appeal.
  - Our **policy** shall be to ensure that all industrial uses have adequate measures in place to prevent or mitigate pollution that could threaten the quality and quantity of surface and ground water resources, and the quality of the air (including noise).

- Our **policy** shall be to work with property owners in established industrial zones to minimize unsightliness and to create a uniform standard for the appearance and upkeep of properties.
  - Our **policy** shall be to minimize the land-use conflicts which might exist or arise between existing industrial zones and their non-industrial neighbours.
  - Our **policy** shall be to establish uniform, but distinct design standards for all new business parks and industrial zones.
4. Our **objective** is to position Charlottetown to compete with other industrial locations in the Maritimes.
- Our **policy** shall be to create an Industrial Development Strategy as part of a larger Charlottetown Economic Strategy.
  - Our **policy** shall be to seek new investment by working with public and private sector partners to ensure a well-coordinated and effective team approach to marketing industrial lands in Charlottetown.
  - Our **policy** shall be to partner with others to acquire and service land for the development of a new generation of industrial parks and business parks which have services and facilities that are state of the art.

### **The Environment for Change**

One of the recurring themes of *CHARLOTTETOWN PLAN* is the importance to this City of protecting and promoting its charm, as well as capitalizing on its quality of life. The policies contained in this subsection are directed at improving the appearance of industrial properties and creating a positive investment climate for businesses and industries which might be drawn to Charlottetown because of its ambiance and its ample and well-serviced industrial lands. The policies allow for the provision of sufficient new categories of industrial zones to meet the evolving needs of industrial development, especially those types of uses which are appropriate for this municipality.

The University Avenue-Mt. Edward Road Institutional area may be considered appropriate as a future Business Park location. When a concept plan(s) is carried out at this locations, or demand materializes, a determination can be made about whether or where to locate additional Business Parks. At this juncture, there may be merit in locating a Business Park on or adjacent to UPEI between the Animal Pathology Lab and the Food Technology Centre.

Light Industrial designations are clustered in Parkdale and to the south of MacAleer Drive, east of the rails-to-trails line and north of Cannon Drive in the Sherwood Industrial area.

The Sherwood Industrial area has been designated as a combination of Heavy Industry, Light and Business Park zones due to its mix of industrial uses and transportation links to the Provincial arterial highway system. In addition, this area is relatively removed from residential uses. As this location is in proximity to the perimeter highway it could see future suitability for use by transportation-related companies.

The City and its partners may find it in their best interest to acquire land in this area for a number of reasons including to:

- facilitate the re-location of existing, isolated industrial uses which are no longer compatible with surrounding uses;
- assemble with partners a substantial parcel of land to service, package, and promote as readily available industrial property suitable for heavy industry/transportation uses; and
- establish a buffer area to help minimize land-use conflicts with neighbouring properties.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Create an Industrial Development strategy	City & partners	Short-term
Create uniform standards for the appearance and upkeep of existing industrial locations	City & partners	Short-term
Proceed with physical improvements to industrial parks	City & partners	On-going
Work with partners to more aggressively market Charlottetown as an industrial centre	City & partners	On-going
Assemble, service, and promote industrial properties	City & partners	Mid-term



## 5. PROMOTING AN ATTRACTIVE LIFESTYLE

The City of Charlottetown will strive to enhance the high quality of life which residents and visitors presently enjoy. It will begin with the creation of distinct and welcoming entrances to the City and continue with a network of walking and bicycling trails throughout the municipality which are accessible from points in every neighbourhood. The City will place high value on the health and vitality of its residents, young and old, through the provision of parks, recreation facilities and programs, as well as on the safety of residents and visitors through the provision of protective services.

### 5.1 Addressing Recreational Needs

#### Starting Point

The demand for recreation and leisure activities in Charlottetown -- and throughout Canada -- is changing. Increasingly, people are demanding a greater variety of facilities and programs. In the years to come, the challenge for the City will be to provide traditional recreation and leisure activities while at the same time responding to changing demands. The trends and issues that will increasingly begin to influence the delivery of these services are:

- an aging population base;
- changes in the type of activities demanded by this population; and
- the ability of the City to respond to these changing demands.

The amalgamation of the seven communities which now form the City of Charlottetown left an extensive inventory of recreational parkland and facilities. This inventory was developed independently by each community with virtually no co-ordination amongst them. As a result, some areas in the new City of Charlottetown have a high proportion of recreational facilities and park space while there are deficits in other parts of the municipality. Nonetheless, the City as a whole is considered to have sufficient parks and recreation facilities, with the exception of soccer fields and lighted softball fields. However, a more in-depth examination of recreational facilities, programs, and park space is warranted as part of a comprehensive Recreation Master Plan.

An opportunity will arise in the near future for the Recreation Department to play a valuable role in keeping an aging population active and healthy. A far-sighted and well-run civic recreation program can do much to contribute to the general health and well-being of Charlottetown's residents. To ensure that the Department is prepared for these changes, it will be important for staff to work with members of the public in conducting a Recreation Master Plan.

#### Defining Our Direction

Our **goal** is to provide sufficient and accessible parks, recreation facilities, and programs which will encourage an active and healthy lifestyle for residents, and to ensure that there is a reasonably equitable distribution of these amenities throughout the City.

1. Our **objective** is to conduct a comprehensive Recreation Master Plan to: identify changes in recreation and leisure needs; assess parks, facilities, and programs; and plan for the City's future recreation needs.

- Our **policy** shall be to have a Recreation Master Plan prepared, and to seek active public participation in the development of this document.
2. Our **objective** is to ensure that all properties proposed or presently used for park purposes meet the needs of the community and fulfill their optimal potential.
    - Our **policy** shall be to establish criteria that can be used to evaluate land which might be allocated for recreational use through sub-division agreements.
    - Our **policy** shall be to use the Recreation Master Plan to determine if the existing inventory of undeveloped and underdeveloped parklands are needed for recreational purposes.
    - Our **policy** shall be to allocate funds raised through the disposal of surplus park land toward the development of a city-wide green space connector system.
    - Our **policy** shall be to strive toward the long-term goal of providing residents with an equally balanced supply of parks, facilities, and programs throughout all parts of the City.
    - Our **policy** shall be to make all parks and facilities handicapped accessible.
  3. Our **objective** is to work more effectively with the residents of Charlottetown and with public and private sector partners to provide the parks, facilities, and services necessary to serve this City.
    - Our **policy** shall be to continue the close working relationship which exists with the Eastern School District to provide access to City and school board facilities/properties for educational, recreational, and leisure use by all members of the community.
    - Our **policy** shall be to increase the level of volunteer support for organizing and providing sports and leisure activities.
    - Our **policy** shall be to provide increased volunteer development opportunities to adequately train and support the existing network of volunteers.
  4. Our **objective** is to encourage a healthy population by providing health and fitness programs, and to assume shared responsibility with community groups and sponsors for maintaining a city-wide network of sidewalks and trails for the safe, efficient, and comfortable movement of pedestrians and cyclists.
    - Our **policy** shall be to enhance the attractiveness of health and fitness programs by more innovative packaging and marketing.
    - Our **policy** shall be to work with our community partners to create a single identity for the city-wide green space connector system in order to identify and establish a uniform design standard for the completion of that network.
  5. Our **objective** is to operate the Parks & Recreation Department as efficiently as possible, but without full cost recovery for facility use and services, recognizing that it provides an essential service to the residents of Charlottetown.

- Our **policy** shall be to work with community groups to devise strategies for the most efficient use of facilities and delivery of services.
- Our **policy** shall be to recognize the economic spin-offs to the private sector which result from major sports events and tournaments being held in the City and, as such, be prepared to negotiate the costs of making municipal facilities available to sponsoring organizations.

## The Environment for Change

The Recreation Master Plan will do much to set clear and precise directions for the Parks and Recreation Department. However, one initiative which is on-going the creation of a city-wide green space connector system. The framework for this system has been identified on the Future Land-Use Map. The spine of the green space connector system is the Routes to Nature & Health trail along the former CN Rail corridor, which is in place now. The completion of the green space connector system was identified in virtually all consultations leading to the development of the **CHARLOTTETOWN PLAN** as being the one initiative which would most effectively knit the expanded City of Charlottetown together. The system would serve as a very strong link between the City's neighbourhoods, its parks, cultural, and recreation facilities, as well as the waterfront. It would also serve to provide pedestrian and cycling connections between various parts of Charlottetown.

## The Action

Proposed Action	Responsibility	Time Frame
Prepare a Recreation Master Plan	City	Short-term
Establish criteria to evaluate land to be allocated for recreational use through sub-division agreements	City	Short-term
Conduct an analysis of undeveloped and under-developed parklands to ascertain their need	City	Mid-term
Review the allocation of funds toward the development of city wide green space connector system	City	Mid-term

## 5.2 The City's Public Places

### Starting Point

The way in which we inhabit the land is often articulated through our public places. These special spaces... be they natural, groomed, or fabricated features in the community, are elements that make our daily lives richer and more vivid ... and by the physical facts of their location provide a deeper resonance with the place that is Charlottetown.

In addition to sustaining special relationships between people and their surroundings, the City's public places directly affect both residents and visitors' perceptions of Charlottetown's quality of life. Indeed, there is a very positive public image of the City because of its many public places, its harbour setting, and its collection of heritage buildings. The civic squares, for example, are firmly rooted in the City's earliest plans, and are an integral part of Charlottetown's image and identity. Indeed, all of Charlottetown's public

places allow us to gain knowledge about the seasons, the structures, the incidents and lives--human and otherwise--that exist in our home territory. As such, it is important to preserve and build on these fundamental elements which contribute so much to the City's image and sense of place.

### **Defining Our Direction**

Our **goal** is to provide a diversity of public places throughout Charlottetown to ensure that residents and visitors can relax, celebrate, and enjoy the City's many distinct urban and natural environments.

1. Our **objective** is to encourage the upkeep, and to nourish the creation, of open spaces and public places of a grander scale which befit Charlottetown's role as the provincial capital.
  - Our **policy** shall be to manage the large open spaces of Charlottetown as part of the growth management strategy, and to ensure that they are protected as long as is reasonably possible from urban development.
  - Our **policy** shall be to protect, maintain, and enhance the public places of Charlottetown.
2. Our **objective** is to assess the need for additional public places so that people can meet, celebrate, or relax.
  - Our **policy** shall be to work with public and private sector partners to determine if there is need for more public places.
  - Our **policy** shall be to encourage the development of public places as part of the detailed concept planning for key re-urbanization areas.
3. Our **objective** is to create a congenial public places and amenities which are conducive to relaxed public activities.
  - Our **policy** shall be to establish a municipal green space connector system which will encourage walking and cycling throughout all parts of Charlottetown.
  - Our **policy** shall be to continue extending the Boardwalk as resources allow.

### **The Environment for Change**

Charlottetown's public places are an integral part of this City's urban and natural environments. Moreover, they have been part of Charlottetown's civic fabric since the community was established in 1764. As the new City continues to grow and evolve, we need to recognize this legacy, and to allow for the development of more public places throughout the municipality.

Simply stated, public places enrich our daily lives. In addition to integrating more public places into new developments, Charlottetown needs to maintain and enhance its existing public places. It may be useful for the municipality to develop a public places strategy as part of its Recreation Master Plan. This exercise would allow various stakeholders to collectively identify how the City's existing public places can continue to enhance our sense of community, as well as where various kinds of new public places might be situated. To this end, Charlottetown's public places will continue to be a central part of the City's firmament, as well as create special relationships between people and their surroundings.

## The Action

Proposed Action	Responsibility	Time Frame
Ensure the Recreation Master Plan includes policies and actions for managing public places	City & partners	Short-term
Assess the need for new public places	City & partners	Short-term

## 5.3 Supporting Arts & Culture

### Starting Point

The presence of an active and vital arts and culture community in Charlottetown makes a significant contribution to the City's general appeal. The various programs and facilities create cultural capital for residents and visitors which far exceed that which is available in most other municipalities of a similar size. This, in turn, makes Charlottetown a much more attractive place to live or visit. There is, however, excellent potential for the City to expand its role as an important centre of arts and culture. This will require a commitment from various stakeholders to work together for the community good. It will also require a thorough evaluation to determine how Charlottetown can become an even more important destination for arts and culture. The organization that has traditionally demonstrated this leadership, and which should continue to play a pivotal role, is the Confederation Centre of the Arts.

At present, the Centre is responsible for generating substantial visitation to Charlottetown in the summer months. There are also a considerable number of business opportunities within the City which are directly generated by patrons of the Centre, both year-round and in-season. The Centre is now in the midst of refining its mandate. This creates an excellent opportunity for the Centre, in concert with other arts and culture organizations in Charlottetown, to take stock of their collective direction and to set new co-operative goals.

### Defining Our Direction

Our **goal** is to encourage artistic and cultural expression, and to work with public and private sector partners to enhance Charlottetown's role as an important centre of the arts and culture within the Maritimes.

1. Our **objective** is to build a sense of community for residents and visitors through Charlottetown's arts and culture programs and facilities.
  - Our **policy** shall be to work with public and private sector partners to encourage and support art and cultural exhibitions, expositions, festivals, and celebrations.
  - Our **policy** shall be to encourage the installation of art in public places and those private places which are used by the public.
  - Our **policy** shall be to support initiatives to educate, train, and involve the residents of Charlottetown in a more complete partnership with the arts and culture community.
2. Our **objective** is to continue to support and work with the Confederation Centre on those initiatives which will further strengthen that institution and its important role in the City.

- Our **policy** shall be to support the Confederation Centre’s mandate to collect, interpret, and promote Canada’s culture and heritage.
  - Our **policy** shall be to support any efforts by the Confederation Centre to broaden its mandate or to extend its summer season.
  - Our **policy** shall be to work with the Confederation Centre on projects which will contribute to the vitality and efficiency of the downtown.
3. Our **objective** is to support any broad-based initiative to more effectively package and market the collective arts and cultural facilities and programs in Charlottetown.
- Our **policy** shall be to work with the arts and cultural community, and its partners, to package and market the collective arts and culture facilities and programs in the City, either on their own or as part of a province-wide initiative.
4. Our **objective** is to further explore, within our financial and administrative capabilities, the creation of a civic museum.
- Our **policy** shall be to work with any organizations and agencies interested in exploring the creation of a civic museum.

### The Environment for Change

The *CHARLOTTETOWN PLAN* lays out some of the initiatives which can be taken to re-inforce Charlottetown’s role as a national player in the arts and cultural community. The plan recognizes the tremendous contribution that arts and culture make to the City’s quality of life. Council is committed to working with the arts and culture community, and its partners, to continue to build our reputation... and strengthen the presence of arts and culture within the community.

### The Action

Proposed Action	Responsibility	Time Frame
Identify projects which the Confederation Centre would find of common interest and mutual value	City & Confederation Centre	Short-term & On-going
Help to package and market arts and culture facilities in the City, or as part of a broader provincial campaign	City, Province & partners	Mid-term & on-going
Work with our partners to explore the creation of a civic museum	City & partners	Mid-term

## 5.4 Meeting Educational Needs

## Starting Point

Charlottetown's ability to generate economic growth and development in the next century will, in large measure, hinge on the capabilities of its workforce. A first-rate education system is necessary to provide the knowledge tools and job skills which support economic growth. The basic cornerstones which enhance the ability of residents to acquire knowledge, and the skills that encourage employment opportunities are available within the City: these include the University of Prince Edward Island, Holland College, as well as excellent public schools and privately operated educational facilities. The **CHARLOTTETOWN PLAN** recognizes the important role education plays in both human and economic development, and seeks to accommodate the evolving requirements of the City's various educational institutions.

## Defining Our Direction

Our **goal** is to work with educational institutions, the province, and the private sector to provide a superior foundation for human development which will enhance Charlottetown's position as an economic leader and an important centre of commerce, technology, and tourism within the Maritimes.

1. Our **objective** is to establish regular dialogue with representatives of the business community, the provincial government, the University of Prince Edward Island, Holland College, the Eastern School District, and privately operated educational facilities in order to keep abreast of their needs, and to seek mutually beneficial resolution of issues.
  - Our **policy** shall be to meet with representatives of the province and the City's educational institutions on a regular basis to address, and seek mutual resolution to, any outstanding issues.
2. Our **objective** is to work with representatives of Charlottetown's educational institutions to ensure that their present and future physical space and land-use requirements are factored into the City's planning processes.
  - Our **policy** shall be to encourage representatives of the City's educational institutions to advise the Planning Board of their physical space and land-use requirements and, where warranted, to ensure that the municipality's planning tools take account of these needs.
  - Our **policy** shall be to designate sufficient additional land on the Future Land-Use Map to meet the anticipated needs of the City's public educational institutions over a 10-year planning horizon.
3. Our **objective** is to work with representatives of the provincial government and the City's educational institutions to develop a municipal information technology network which will facilitate the provision of distance education, internal and external communication, as well as business development requirements.
  - Our **policy** shall be to work with the provincial government, the University of Prince Edward Island, Holland College, the Eastern School District, and private educational facilities to develop a municipal information technology network.

## The Environment for Change

Charlottetown cannot move forward to successfully meet the challenges of the 21st century without nurturing the evolving requirements of its educational institutions. This requires more than just allocating land for the expanding physical needs of schools, the College, and the University. It also calls for the City’s political and administrative leaders to work with their counterparts in the provincial government and within the various educational institutions to establish a framework for on-going dialogue. This approach will lead to joint initiatives and delivery vehicles that will enhance educational opportunities for residents, as well as support evolving communication and business development needs.

**The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Establish a steering committee with representatives of the City, province, and educational institutions to address outstanding issues and land-use requirements	City, Province, UPEI, Holland College, & Eastern School District	Short-term
Designate land to address anticipated needs of public educational institutions	City	On-going
Establish a steering committee with representatives of the City, province, and educational institutions to develop a municipal information technology network	City, Province, UPEI, Holland College, & Eastern School District	Short-term

**5.5 Programs & Services for Youth**

**Starting Point**

A very important factor in the future prosperity of Charlottetown will be the ability of decision- makers to create an environment which supports the education, training, and involvement of youth in our community. This will require a positive learning environment with stimulating teachers and leaders using effective, contemporary tools in a secure, yet intellectually challenging setting. There is also a need for adequate recreational facilities and programs so that our youth can develop the foundation for active living and healthy lives, and to establish their interest and skills in sports and leisure activities. As a supportive community, we can provide our youth with aid and encouragement, along with a positive understanding of what is socially right and wrong.

**Defining Our Direction**

Our **goal** is to involve the youth of Charlottetown in the identification of programs and services which will meet their current and future needs.

1. Our **objective** is to work with public and private sector partners to provide a positive learning environment for the youth of Charlottetown.
  - Our **policy** shall be to work with the Eastern School District to assist it in providing a stimulating learning environment for our youth.
2. Our **objective** is to provide adequate recreational facilities and programs for our youth.



- Our **policy** shall be to encourage the participation of youth in the development of a Recreation Master Plan for the City.
  - Our **policy** shall be to work with our youth to identify innovative recreation programs which address their needs.
3. Our **objective** is to create a supportive community for our youth and to increase their awareness, appreciation, and involvement in the community at large.
- Our **policy** shall be to support community organizations committed to the development of training and employment opportunities for our youth.
  - Our **policy** shall be to work with our community partners to establish an annual youth awards program.
  - Our **policy** shall be to explore the means by which the City, in concert with its public and private sector partners, can establish a mentoring program designed to foster a greater involvement by youth in the community.

### **The Environment for Change**

The creation of a Recreation Master Plan provides an opportunity for the youth of the community to identify what specific facilities and programs will meet their needs and expectations. This would provide the opportunity for special initiatives to be explored, such as the creation of a youth recreation centre, or the kinds of facilities and programs which our youth may need.

One initiative which may have lasting impact would be for the City to work with its community partners to establish an annual youth awards program. This would demonstrate tangible support and recognition for the accomplishments of Charlottetown’s youth in a number of endeavors such as scholarship, athletics, social work, and community involvement.

### **The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Involve youth in development of the Recreation Master Plan	City	Short-term
Establish an annual Youth Awards Program	City & partners	Short-term & On-going
Explore the creation of a community participation mentoring program	City & partners	Mid-term

## **5.6 Services & Facilities for an Aging Population**

### **Starting Point**

Changes in the demographic composition of Charlottetown’s population will require adjustments to the services, facilities, and programming provided by the City. Like other municipalities across Canada, Charlottetown already has an aging population base. The number of seniors who reside in the City is also substantially higher than the provincial average. This phenomenon will continue to balloon as the first wave of baby-boomers take their retirement over the next ten years. Inevitably, these

demographic changes will generate a need for more medical services, seniors and special needs housing, as well as programs and facilities that cater to the needs of an aging population.

The City should not underestimate the impact of these demographic changes. By the time that members of the baby-boom generation retire, one in five members of the population will be 65 years and over, compared to roughly one in ten today. As more of Charlottetown's residents approach old age, they will begin to present demands for services, facilities, and housing which will have to be addressed. The City should recognize this fact now, and begin to adjust its service delivery in those areas--such as recreation programming -- where there is direct municipal responsibility. It would also be prudent for the municipality to initiate discussions with the provincial and federal governments to identify the best delivery mechanisms to provide for the growing health care needs of Charlottetown's residents.

An aging population base also brings changes in housing demand. There has been a general shortage of some types of seniors housing for several years, and this need will become more acute as the number of older residents within the City continues to increase. But it is important to remember that not all seniors wish to live in a seniors residence or nursing home. Many of today's seniors simply want to move into smaller homes, apartments, or accessory suites with relatives. Moreover, most older residents want to live reasonably close to shopping, transit, and medical facilities.

The *CHARLOTTETOWN PLAN* has taken account of this shifting demand for housing, and the locational preferences of seniors. It has made provision for in-law suites in residential areas, it has encouraged the development of multiple residential units in the downtown core and in and around the Charlottetown Mall/Wal-Mart suburban centre, and it has acknowledged the need for more seniors housing. There is a role for government to play in addressing these needs, and there is also an opportunity for the private sector. For example, it has been suggested that more affluent seniors may have an interest in condominium development along Charlottetown Harbour. There is also a proposal to develop the former Sacred Heart Nursing Home into a seniors residence. Undoubtedly, there are other parts of the downtown core and the two suburban centres which would be amenable to various forms of seniors housing.

Whether the demand is for more appropriate housing, therapeutic swimming pools, or additional activity centres, it is important for the City to recognize that an aging population base brings different requirements for accommodations, services, and facilities. In order to meet these expectations, Charlottetown needs to begin preparing for this transition now.

### **Defining Our Direction**

Our **goal** is to anticipate and take the necessary steps to meet the needs of an aging population base, including the adequate provision of medical, housing, and recreation services and facilities for the City's seniors.

1. Our **objective** is to work with the provincial and federal governments, as appropriate, to develop a strategy to meet residents' growing health care needs.
  - Our **policy** shall be to work with the provincial and federal governments to find innovative and effective solutions to health care delivery.
  - Our **policy** shall be to support initiatives to enhance the provision of health care targeted at seniors.
2. Our **objective** is to enhance the housing options which are available to seniors.

- Our **policy** shall be to use the various provisions of this plan as a vehicle for the delivery of housing options which are of interest to seniors.
  - Our **policy** shall be to work with the public and private sector to support housing initiatives which are responsive to the needs of seniors.
3. Our **objective** is to work more closely with seniors to meet their social and recreation needs.
- Our **policy** shall be to work with seniors to identify their social and recreation needs.
  - Our **policy** shall be to continue to support the provision of public transit service to seniors.
  - Our **policy** shall be to invite the participation of seniors in the development of the Recreation Master Plan

### **The Environment for Change**

The City of Charlottetown must establish a closer working relationship with its seniors, and to get to better know their needs within the community. Some of these needs are being met by various seniors groups, while others are being provided by private or public sector organizations. The municipality should also evaluate how it may best contribute to enhancing the daily lives of its older residents. This might include the provision of public transit, faster removal of snow and ice from sidewalks, providing more local activity centres, or attracting a geriatrician to Charlottetown.

### **The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Involve seniors in the creation of a Recreation Master Plan	City & seniors	Short-term
Support initiatives to introduce housing types and designs which are more responsive to the needs of seniors	City & partners	Mid-term
Establish a closer working relationship with seniors to identify their social and recreational needs	City & seniors	Mid-term

## **5.7 Safety in the Community**

### **Starting Point**

Charlottetown is perceived to be a very safe community in which to live. Crime rates are relatively low, traffic speeds tend to be sedate, and the City's protective services officers are seen by residents as effective and caring. The Police Department and Fire Department's main station are respectively located in and adjacent to City Hall. The operational area of the main police station has been described as cramped and not conducive to efficient work. Now that seven communities have been amalgamated into one municipality, a report commissioned by the City has suggested that the main police station along with the main fire station and an emergency 911 dispatch centre (when it is established) would be better located near the physical centre of the new City.

Public safety, and the protection of property, is a matter of great concern to the residents of Charlottetown. For its part, the City has responded by adopting the National Building Code and the National Fire Code, both of which enhance safety standards with regard to the design and construction of buildings. The City has also sought to raise the profile of its police force by establishing bike and foot patrols in the downtown core as a means of discouraging crime, and by operating sub-stations in Sherwood and in the Charlottetown Mall. Beyond all of these progressive measures, the City's protective service departments are constantly pursuing new initiatives that will afford better security to the residents of Charlottetown. Council will continue to support appropriate measures which elevate the security of residents and visitors, and ensure that staffing levels of the protective services departments are commensurate with needs brought on by growth in the population or economy.

### **Defining Our Direction**

Our **goal** is to provide the best possible protective services within our fiscal resources.

1. Our **objective** is to ensure maximum efficiency of the protective services provided by the City of Charlottetown.
  - Our **policy** shall be to have well-trained protective services officers, and to provide them with continuing education programs.
  - Our **policy** shall be to provide our protective services officers with the equipment necessary to provide effective security to the community.
  - Our **policy** shall be to re-evaluate staffing levels of our protective services departments so as to take account of growth in the population or economy.
  - Our **policy** shall be to support the creation of a 911 emergency response dispatch service.
  - Our **policy** shall be to support the application of Geographic Information System (GIS) technology to enhance the dispatching and tracking capabilities of the protective services departments.
  - Our **policy** shall be to further explore the feasibility of creating a centralized protective services facility which would contain police and fire departments and a 911 emergency response dispatch service.
  - Our **policy** shall be to ensure that all major development proposals will be reviewed by protective service departments to maintain the City's ability to deliver effective protective services.
  - Our **policy** shall be to establish an Emergency Measures Plan, and to update it on a regular basis.
2. Our **objective** is to increase the involvement of residents, businesses, and schools in crime and safety issues.
  - Our **policy** shall be to support the creation of local or neighbourhood associations designed to improve the personal and corporate security of the community.

- Our **policy** shall be to provide on-going liaison and guidance to any local or neighbourhood association seeking information about personal or fire safety, or community security, or wishing to conduct a neighbourhood security audit.
- Our **policy** shall be to continue to provide public information programs about personal and fire safety, and crime, while exploring alternative and innovative means of working with the public.
- Our **policy** shall be to support the use of enhanced security measures within the community, such as the installation of smoke and carbon dioxide alarms, the installation of home and business security systems, and the identification of personal and corporate property.

### **The Environment for Change**

The underlying mandate of the protective services departments is to be responsive to the needs of the community. They also seek to be progressive and innovative in the way they address and respond to the City’s security requirements. Both the Police Department and the Fire Department command respect for their work within the community. However, in the aftermath of amalgamation, Council should move quickly to finalize the location (or re-location) of the main police and fire stations.

### **The Action**

<b>Proposed Action</b>	<b>Responsibility</b>	<b>Time Frame</b>
Finalize location of the main police and fire stations	City	Short-term
Establish a 911 emergency system	City & Province	Short-term
Move toward establishing a GIS system to assist protective services carry out their work	City	Mid-term
Provide public information and explore alternative and innovative means of working with the public	City & partners	On-going
Ensure major development proposals are reviewed by protective services departments	City	On-going

## **6. MAKING CHARLOTTETOWN PLAN HAPPEN**

### **6.1 Seeking Community Support**

The *CHARLOTTETOWN PLAN* provides strategic directions for Charlottetown in the 21<sup>st</sup> century and beyond. This document represents the culmination of an extensive public consultation process by residents and other stakeholders. Their opinions and suggestions have provided sound direction, and helped to refine the policies and implementation measures which are contained within the plan. Their guidance has also helped to establish a clear vision of the City's future, as well as the steps that are necessary to achieve it.

This document defines bold initiatives for a vital new community ... and the "ways and means" to achieve these goals. For the *CHARLOTTETOWN PLAN* to work effectively, the residents of this City and their Council must join together to implement identified actions, monitor the effectiveness of the various implementation by-laws, and participate in the development of proposed concept plans for the City. Likewise, residents, businesses, and community groups must also support, and contribute to, the vision outlined by this plan. All interested parties are invited to help Charlottetown grow and prosper.

### **6.2 The Office of the Mayor**

If there is a particular project or an element of this plan to which you feel you might contribute to in some way, you are invited to call the Mayor's office at 566-5548.

The *CHARLOTTETOWN PLAN* does not stand alone in the region, although because of the City's size, it is expected to function as the major element in the capital region. Since its amalgamation under the provisions of the Charlottetown Area Municipalities Act, the new City of Charlottetown has been an integral part of an ongoing liaison with the flanking *new* towns of Stratford and Cornwall. The mayors of the three municipalities have established quarterly "summit" talks which are designed to enhance the functions of each municipality as equal partners in the region and give proper balance to the normal competitions that happen among adjacent municipalities.

It is intended that the implementation of this plan will coincide with the ongoing cooperative actions of the mayors, and that this collaborative process will be a significant factor lending to the successful outcome of the *CHARLOTTETOWN PLAN*.

### **6.3 The Role of the Planning Board**

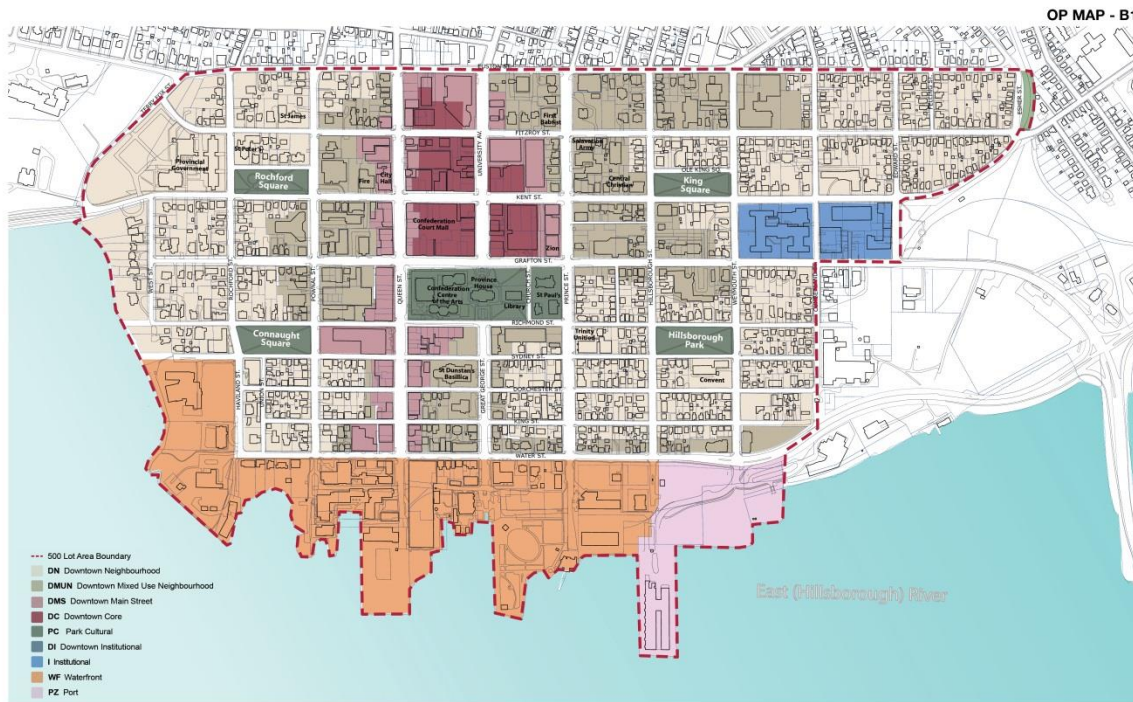
The Planning Board plays an important role in maintaining and enhancing growth and development in Charlottetown. In accordance with the Prince Edward Island Planning Act, the Planning Board is also obliged to review the Official Plan and implementation by-laws "at intervals of not more than five years". Moreover, the Board will assume the principal responsibility for overseeing development of the concept plans described earlier in this document. With the adoption of the *CHARLOTTETOWN PLAN*, the Board will continue its day-to-day planning responsibilities, but will also need to focus on implementation of the plan's policies, and assessing the effectiveness of the associated implementation by-laws.

## 6.4 Linkages with the Capital Budget

The **CHARLOTTETOWN PLAN** is the foundation for the City's future growth, now and well into the next millennium. It contains a broad range of initiatives that will require capital funding for many years to come. Some costs will be modest while others will reflect the magnitude associated with profound improvement to the public realm. Even so, some initiatives can be carried out as part of the City's annual operating costs. Others will require dedicated funding from the Capital Budget.

The actions outlined in this plan will help position Charlottetown to take advantage of the opportunities afforded by economic and social transformation. To this extent, it also provides an excellent occasion to change the way that Council establishes its Capital Budget. Prior to this point in time, forecasts have been established on a more informal basis with little opportunity to project expenditures over an extended period of time. It has been demonstrated in other communities that the establishment of a five-year Capital Budget creates a forward-thinking framework for Council and staff to consider their strategic actions. It will also provide the backdrop for manageable implementation of the various public works initiatives that have been identified within the plan.

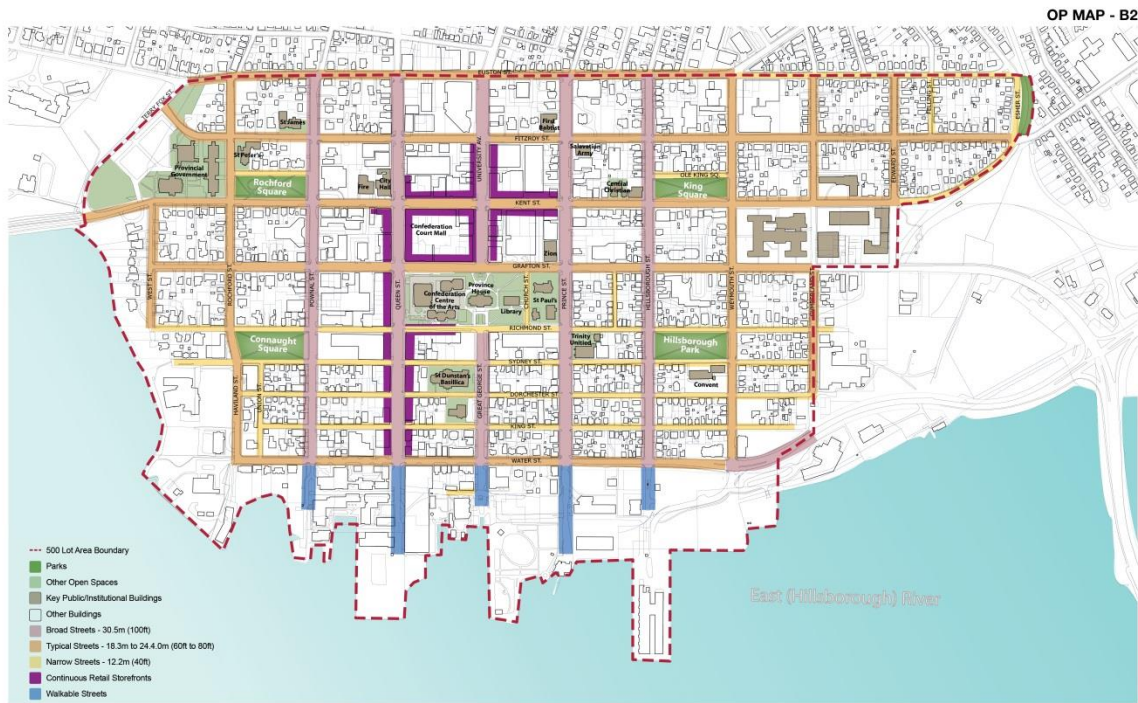
### Schedule B1: The 500 Lot Area Future Land Use Plan



Schedule "B1" Future Land Use Plan for the 500 Lot Area



## Schedule B2: The 500 Lot Area Streetscapes Plan



Schedule "B2" Streetscapes Plan for the 500 Lot Area

## Schedule B3: The 500 Lot Area Civic Elements Plan



Schedule "B3" Civic Elements Plan for the 500 Lot Area



**Appendix B: Approved Site Specific Exemptions Table**

<b>Future Land Use Designation</b>	<b>PID #</b>	<b>Civic Address</b>	<b>Use (s)</b>	<b>Exemption(s)</b>
Waterfront	1105451	7-9 Pownal Street	Mixed-use residential building	Notwithstanding the provisions of Section 4.2.3(2), the following additional uses are permitted on the property identified as 7-9 Pownal Street (PID #1105451) – residential dwelling units and office use on the ground floor along a designated Walkable Street

**Official Plan Revision History:**

<b>Amendment No</b>	<b>Date Adopted</b>	<b>Minister Approval</b>	<b>Amendment Reference</b>	<b>Details:</b>
				Original Document
2018-07-05	07/09/2018	09/28/2018		Add Section 3.5 (a) Eastern Gateway Master Plan
001	02/11/2019	03/28/2019	PH-OPA.1-001	Updated Appendix "A" – Future Land Use for 562 Malpeque Road (PID #145797) from Low Density Residential to Medium Density Residential.
002	N/A	N/A	N/A	Added East Royalty Master Plan approved on September 14, 2005 as Appendix B (Updated 08/02/2019)
003	04/08/2019	06/04/2019	PH-OPA.1-002	Updated Appendix "A" – Future Land Use for 197 Minna Jane Drive (PID #469841) from Concept Planning Area to Commercial.
	07/08/2019	10/08/2019	PH-OPA.1-003	Updated Appendix "A" – Future Land Use for 7 Lions Crescent (PID #278721) from Low Density Residential to Medium Density Residential.
	08/12/2019	10/08/2019	PH-OPA.1-004	Updated Appendix "A" – Future Land Use for 221 Belvedere Ave (PID #395087) from Low Density Residential to Commercial.
	08/12/2019	10/08/2019	PH-OPA.1-005	Updated Appendix "A" – Future Land Use for 71 & 73 Upper Prince Street (PID #s 683748 &359521) from Low Density Residential to Medium Density Residential.
004	02/10/2020	05/14/2020	PH-OPA-1.008	Amended Appendix "A" – Future Land Use Map for 213 Kensington Road (PID #385849) from Mature Neighbourhood to Medium Density Residential
	02/10/2020	05/05/2020	PH-OPA-1.009	Amended Appendix "A" – Future Land Use Map for the properties at Kensington Road (PID #278895) from Industrial to Commercial
005	06/08/2020	09/17/2020	PH-OPA-1.010	Amend Appendix "A" – Future Land Use Map for the property at 9 Pine Drive (PID #393322) from Low Density Residential to Medium Density Residential
	07/13/2020	09/17/2020	PH-OPA-1.011	Amend Appendix "A" – Future Land Use Map for Lot 19-1 Sherwood Road (PID #1107200) from Concept Planning Area to Industrial
	09/14/2020	10/21/2020	PH-OPA-1.014	Amend Appendix "A" – Future Land Use Map for the properties located at 115 Murchison Lane (PID #s 425893 & 691162) from Institutional and Employment to Concept Planning Area
	09/14/2020	11/03/2020	PH-OPA-1.012	Amend Appendix "A" – Future Land Use Map for the property located at 40-42 Kensington Road/3 Park Street (PID #365676) from Low Density Residential to the Medium Density Residential

<b>Amendment No</b>	<b>Date Adopted</b>	<b>Minister Approval</b>	<b>Amendment Reference</b>	<b>Details:</b>
006	10/13/2020	01/04/2021	PH-OPA.1-015	Amend Appendix "A" – Future Land Use Map for the properties located at 428 Queen Street (PID #368134), 430 Queen Street (PID #368126) and a portion of 432 Queen Street (PID #368118) from Medium Density Residential to Commercial.
	10/13/2020	01/04/2021	PH-OPA.1-017	Amend Appendix "A" – Future Land Use Map of a portion of the property at 12 Valley Street (PID #358192) from Low Density Residential to Commercial.
007	12/14/2020	01/25/2021	PH-OPA.1.019	Amend Appendix "A" – Future Land Use Map of the property located at Lot 18-2 Sherwood Road (PID #455642) from Industrial to Commercial
	11/09/2020	01/11/2021	PH-OPA.1.018	Amend Appendix "A" – Future Land Use Map for portions of the property at 505 Malpeque Road (PID #145466) from Commercial to Low Density and Recreational; and portion of the properties along Patrie Lane (PID #s 676213 and 1117167) from Recreational and Commercial respectively, to Low Density Residential.
008	11/09/2020	02/26/2021	PH-OPA.1-013	Amend Appendix "A" Future Land Use Map of the properties located at Mount Edward Road (PID #390559 & 390542) from Low Density Residential to Concept Planning Area
	02/08/2021	03/10/2021	PH-OPA.1-020	Amend Appendix "A" Future Land Use Map for a portion of the property at Norwood Road/Friar Drive (PID #416305) from Low Density Residential to Mobile Home Residential
009	04/12/2021	06/03/2021	PH-OPA.1-022	Create Appendix B. Approved Site Specific Exemptions Table for the Official Plan, to exempt 7-9 Pownal Street (PID #1105451) from the designated Walkable Street as per Section 4.2.3(2) to permit residential dwelling units and office use on the ground floor along a designated Walkable Street.
010	06/28/2021	09/07/2021	PH-OPA.1-021	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for the properties at Angus Drive (Lot 40) (PID #419143) and 413 St. Peters Road (PID #419135) from Mature Neighbourhood to Village Centre Commercial.
	07/12/2021	09/13/2021	PH-OPA-1.023	Remove the land use designation of "Concept Planning Area" as shown on Appendix A – Future Land Use Map of the City of Charlottetown Official plan; and the properties designated as "Concept Planning Area" be replaced with "Comprehensive Planning Area".
011	08/09/2021	03/10/2022	PH-OPA.1-024	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for portion of the property at MacWilliams Road (PID# 684514) from Medium Density Residential and Recreational to Low Density Residential.

Amendment No	Date Adopted	Minister Approval	Amendment Reference	Details:
	09/13/2021	03/10/2022	PH-OPA.1-025	<i>Cont'd from rev 011</i> Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for portion of the property at 88 Brackley Point Road (PID #396770) from Low Density Residential to Medium Density Residential.
012	09/13/2021	03/17/2022	PH-OPA.1-027	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for 247 Royalty Road (PID #404632) from Low Density Residential to Commercial.
013 (actual map for Appendix A – Future Land Use Map was not updated in this revision history)	11/08/2021  12/13/2021	04/11/2022  04/12/2022	PH-OPA.1-028  PH-OPA.1-029	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for 38 Palmers Lane (PID #275156) from Low Density Residential to Medium Density Residential.  To amend sections of the Official Plan (PH-OPA.1) by creating a new subsection 3.5.4 Waterfront Development and amend Appendix A – Future Land Use Map of the City of Charlottetown Official Plan to reflect Water Lot Designations
014 (Appendix A – Future Land Use Map has been updated to reflect redesignation changes outlined in Rev 013)	02/15/2022	06/06/2022	PH-OPA.1-031	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for 85 Malpeque Road (PID #388181) from Low Density Residential to Institutional.
015	08/08/2022  08/08/2022	11/09/2022  11/09/2022	PH-OPA.1-032  PH-OPA.1-033	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for a portion of 1B Palmers Lane (PID #275735) from Low Density Residential to Medium Density Residential.  Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for 93 Belvedere Avenue (PID #393092) and 95 Belvedere Ave (PID #373100) from Low Density Residential to Institutional.
016	11/28/2022	03/02/2023	PH-OPA.1-034	Amend Appendix "A" – Future Land Use Map of the City of Charlottetown Official Plan for a portion of 210 Malpeque Road (PID #388298) (1.9 acres) from Comprehensive Planning Area to Industrial
017	02/15/2022	05/03/2022 (effective March 28, 2023)	PH-OPA.1-030	Amend Sections 3.2 Sustaining Charlottetown's Neighbourhoods and Section 4.5 supporting Home occupations (STR related regulations). <i>These amendments will come into full force and effect on that date which is the later of Ministerial approval and March 28, 2023.</i>

<b>Amendment No</b>	<b>Date Adopted</b>	<b>Minister Approval</b>	<b>Amendment Reference</b>	<b>Details:</b>
018	08/14/2023	10/17/2023	PH-OPA.1-035	Amend Appendix A – Future Land Use Map of the City of Charlottetown Official Plan for 480-482 Queen Street (PID #371203) from Low Density Residential to Medium Density Residential
	08/14/2023	10/17/2023	PH-OPA.1-036	Amend Appendix A – Future Land Use Map of the City of Charlottetown Official Plan for portions of 257 Mount Edward Road (PID# 390674), 261 Mount Edward Rd. (PID# 390682), 265 Mount Edward Rd. (PID# 390708), 269 Mount Edward Rd. (PID# 390757) and Mount Edward Road Parcel with PID #390690 from Low Density Residential to Comprehensive Planning Area
019	10/10/2023	01/09/2024	PH-OPA.1-037	Amend Appendix A – Future Land Use Map of the City of Charlottetown Official Plan for the easterly portion of 247-251 Mt Edward Road (PID#s 390625 and 390633) from Low Density Residential to Comprehensive Planning Area.
020	12/11/2023	02/07/2024	PH-OPA.1-038	Amend Appendix A – Future Land Use Map of the City of Charlottetown Official Plan for the property at 68 Royalty Road (PID #145714) from Industrial to Medium Density Residential.

# **CITY OF CHARLOTTETOWN**

## **East Royalty Master Plan**

Approved by Planning Board – September 9, 2015

Adopted by City Council – September 14, 2015

# TABLE OF CONTENTS

<b>1.0</b>	<b>Introduction</b>	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
<b>2.0</b>	<b>The East Royalty Master Plan</b>	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
<b>3.0</b>	<b>Design Criteria</b>	11
3.1	Design Policy and Design Guidelines	11
3.2	General Site Development Criteria	12
3.3	Sustainable Design/Green Building	14
<b>4.0</b>	<b>Land Use Designations</b>	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
<b>5.0</b>	<b>Infrastructure Policies</b>	29
5.1	Stormwater Management	29
5.2	Transportation	29
<b>6.0</b>	<b>Implementation</b>	30
<b>7.0</b>	<b>Conclusion</b>	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 Hertz'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, Emmerly 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 Jurisdiction 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, 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 providing 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 where 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.

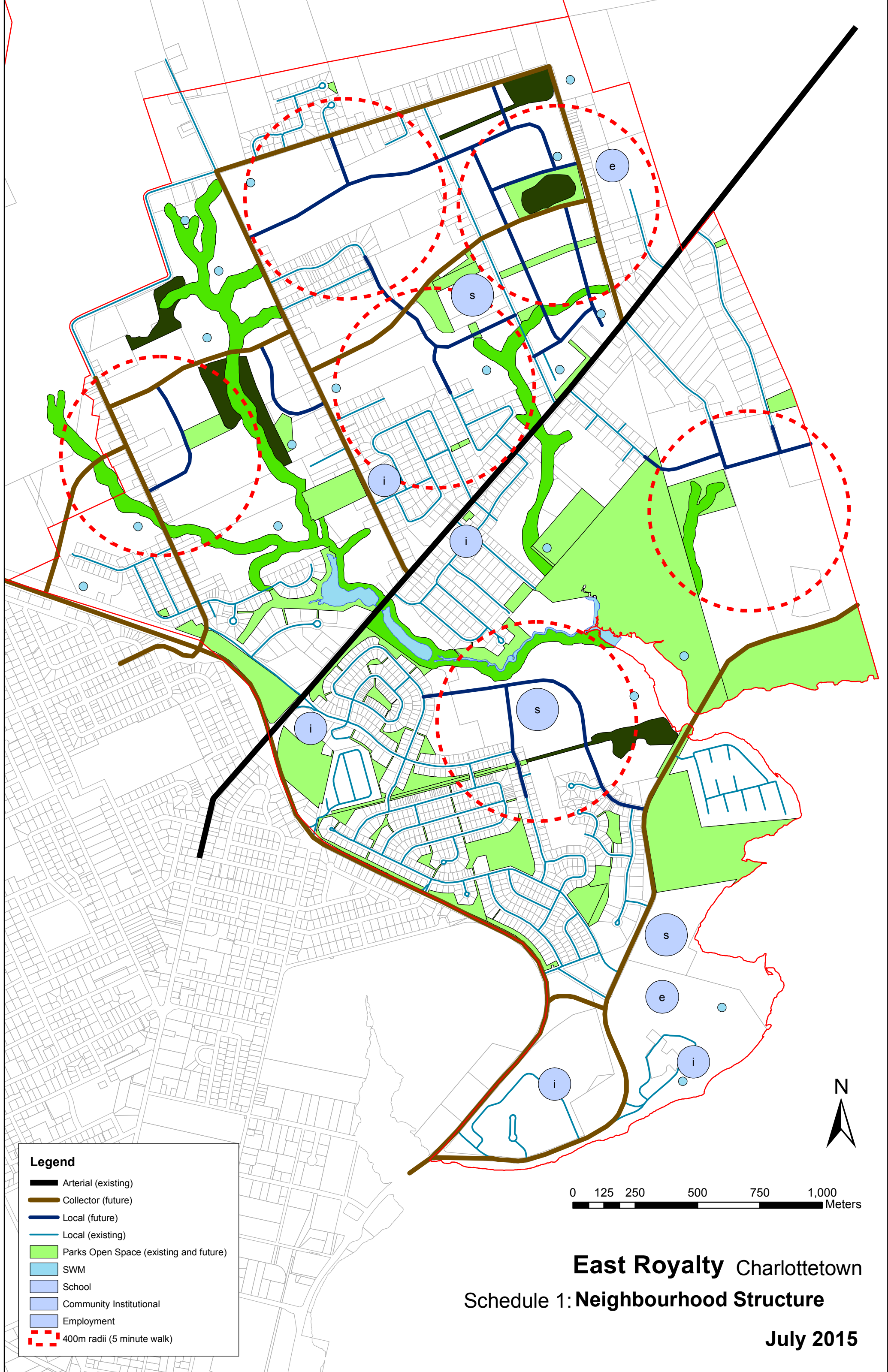
- Stormwater facilities shall be designed as vital and significant landscape features that provide a neighbourhood amenity, while achieving functional objectives related to stormwater flow moderation and water quality.
- Ponds are envisioned to blend with the natural landscape, therefore the slope grading 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.



**Legend**

- Arterial (existing)
- Collector (future)
- Local (future)
- Local (existing)
- Parks Open Space (existing and future)
- SWM
- School
- Community Institutional
- Employment
- 400m radii (5 minute walk)

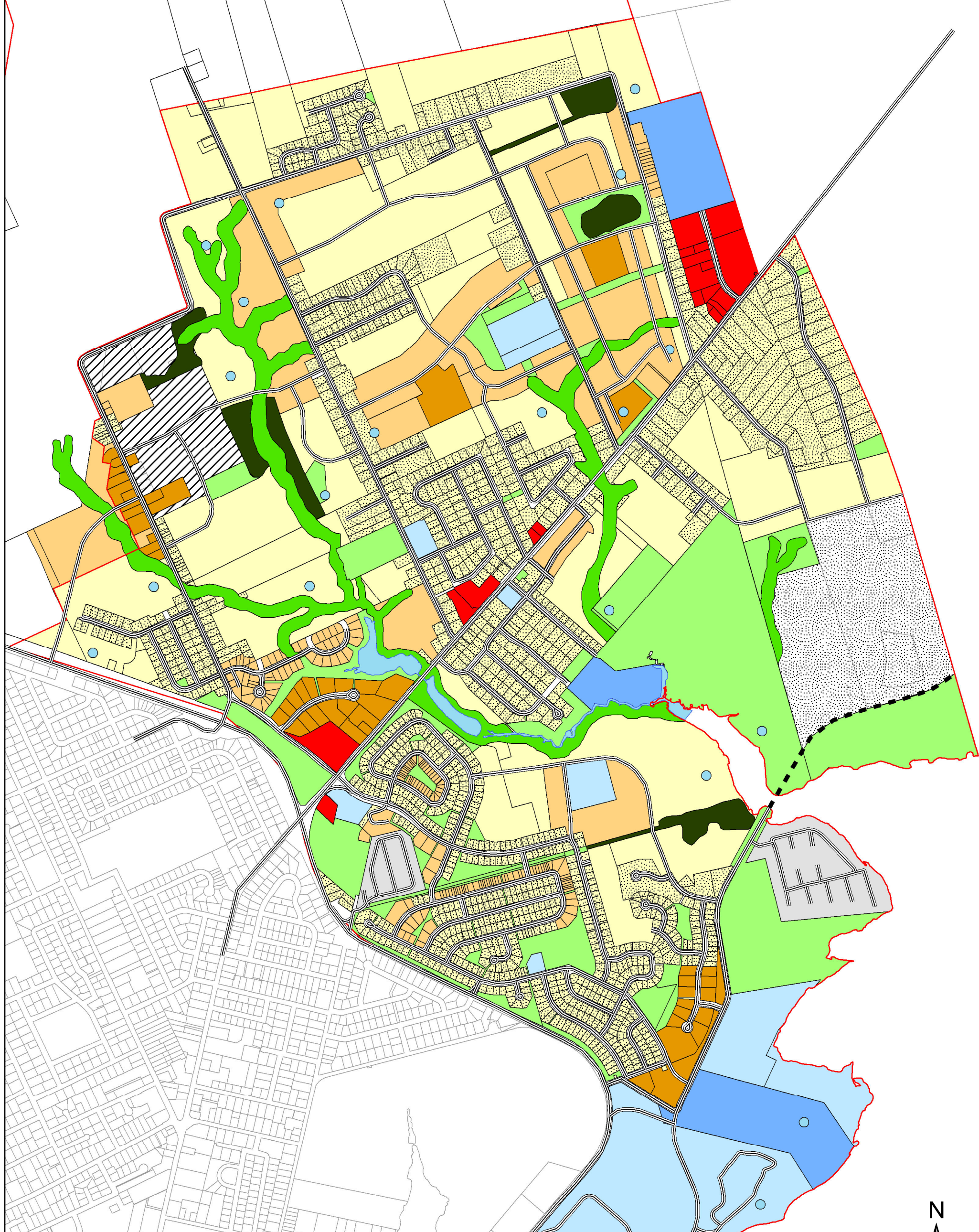
0 125 250 500 750 1,000 Meters



**East Royalty** Charlottetown  
**Schedule 1: Neighbourhood Structure**












**July 2015**

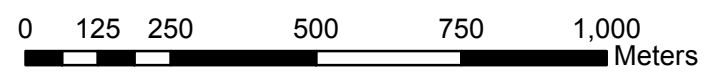




**Legend**

**Zone**

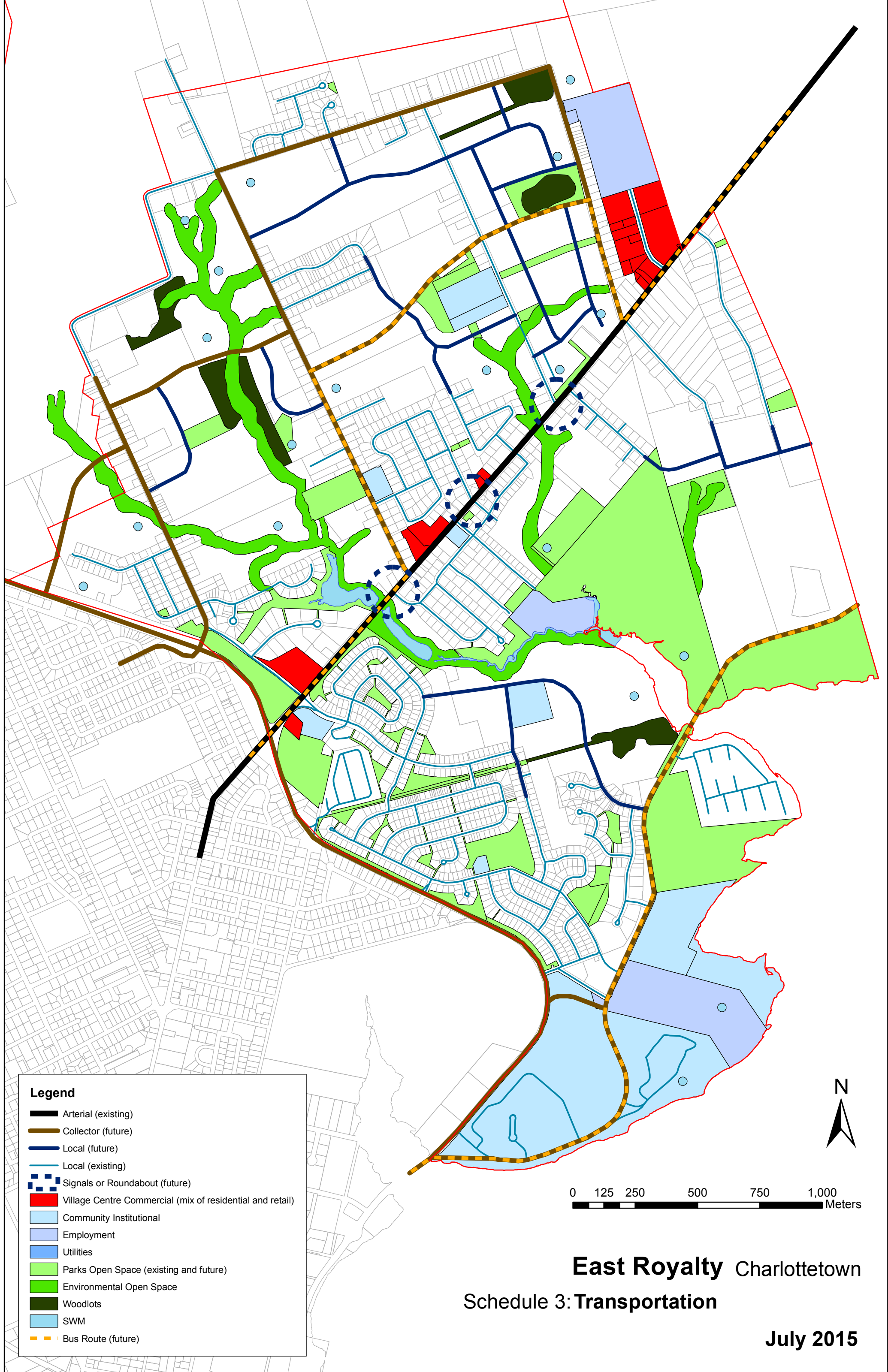
-  Mature Neighbourhood (existing residential)
-  Low Density Residential (single-detached)
-  Medium Density Residential (semi-detached and townhouses)
-  High Density Residential (apartments)
-  Manufactured Temporary Residential (mobile homes)
-  Comprehensive Planning Area
-  Future Development Area
-  Community Institutional
-  Employment
-  Village Centre Commercial (mix of medium and high density residential and retail)
-  Airport



**East Royalty** Charlottetown  
**Schedule 2: Land Use**

**July 2015**





**Legend**

- Arterial (existing)
- Collector (future)
- Local (future)
- Local (existing)
- Signals or Roundabout (future)
- Village Centre Commercial (mix of residential and retail)
- Community Institutional
- Employment
- Utilities
- Parks Open Space (existing and future)
- Environmental Open Space
- Woodlots
- SWM
- Bus Route (future)



0 125 250 500 750 1,000 Meters

**East Royalty** Charlottetown  
**Schedule 3: Transportation**

**July 2015**