RURAL MUNICIPALITY OF MILTONVALE PARK OFFICIAL PLAN

2021

PREPARED BY SJ MURPHY PLANNING & CONSULTING

Effective April 7, 2022

Original date of approval	April 7, 2022
Amendment:	
Amendment Number	**Effective Date**

Prepared by SJ Murphy Planning & Consulting,
in association with Greg Morrison, RPP, MCIP,
and Mitch Underhay

OFFICIAL PLAN
RURAL MUNICIPALITY OF MILTONVALE PARK

To adopt the Rural Municipality of Miltonvale Park Official Plan

Effective Date

The effective date of the Official Plan is the date as signed below by the Minister of Agriculture and Land.

Authority – Bylaw

The Council for the Rural Municipality of Miltonvale Park under authority vested in it by sections 11-15 of the Planning Act R.S.P.E.I. 1988 Cap P-8 hereby enacts as follows:

Adoption and Approval by Council:

This Official Plan was adopted by a majority of Councillors present at the Council meeting held on the 15th day of September, 2021.

This Official Plan is declared to be passed on the 15th day of September, 2021.

Harold Parker
Mayor
(signature sealed)

Shari L MacDonald
Chief Administrative Officer
(signature sealed)

Ministerial Approval

This Official Plan for the Rural Municipality of Miltonvale Park is hereby approved.

Dated on this 7th day of April, 2022

Hon. Bloyce Thompson
Minister of Agriculture and Land

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1. INTRODUCTION

1.1. PURPOSE

The *Rural Municipality of Miltonvale Park Official Plan (2021)* is a formalized statement of Objectives, Policies and Plan Actions approved by Council concerning the nature, extent and pattern of land use and development within the municipality until the year 2036.

The *Official Plan* addresses the social, economic, physical, and environmental goals of the community. It will assist Council in establishing priorities and in decision making relating to: economic development initiatives, public works, social programming, municipal services, environmental standards, and fiscal management. The *Official Plan* will also provide the policy framework for the *Rural Municipality of Miltonvale Park Zoning and Subdivision Control (Development) Bylaw (2021),* as may be amended, and which may be referred to as the *Development Bylaw*.

This document builds on the 2016 Official Plan, as amended in 2019, and reflects the findings and updates identified during the 2021 official plan 5-year review process undertaken in accordance with section 15.1 of the *Planning Act.*

1.2. PLANNING AREA

The *Official Plan* applies to the geographic area contained within the legal municipal boundaries of the Rural Municipality of Miltonvale Park. The Objectives, Policies and Plan Actions within the *Official Plan* have been developed in consideration of the adjacent municipalities, including the Greater Charlottetown Area, and in consideration of trends occurring across the **p**rovince.

1.3. LEGAL ENABLEMENT

The Rural Municipality of Miltonvale Park derives its powers primarily from the Prince Edward Island *Planning Act, R.S.P.E.I. 1988, c. P-8,* and the *Municipal Government Act* R.S.P.E.I. 1988, Cap. M-12.1. The *Planning Act* empowers Council to appoint a planning board, adopt an *Official Plan*, and subsequently adopt bylaws to implement the *Official Plan*. The *Municipal Government Act* empowers the community to make bylaws and/or develop programs and strategies which help, in part, to implement the *Official Plan*.

1.4. PLAN CONTENT

Section 12 of the *Planning Act,* states the following:

An official plan shall include:

a) a statement of economic, physical, social and environmental objectives;

b) a statement of policies for future land use, management and development, expressed with reference to a specified period not exceeding fifteen years; and

c) proposals for its implementation, administration and the periodic review of the extent to which the objectives are achieved.

The Objectives in this *Official Plan* indicate the overall goals and policy direction of the **municipality**. The Policies address the specific topics and issues relating to the Objectives. And, finally, the Plan Actions describe the actions and/or initiatives that will be undertaken to implement the Objectives and Policies.

2. THE RURAL MUNICIPALITY OF MILTONVALE PARK

2.1. EARLY HISTORY

Mi'kma'ki, the traditional, unceded territory of the Mi'kmaq, comprises all of Prince Edward Island and Nova Scotia, eastern New Brunswick, the Gaspé peninsula, and southern Newfoundland. Mi'kmaq have called this region home for over 12,000 years. PEI is part of the Epekwitk aq Piktuk (PEI and Pictou) district, one of the seven traditional Mi'kmaq districts of Mi'kma'ki. In Mi'kma'ki, oral and archeological history tells of seasonally patterned habitation and resource harvesting — spring and summer spent on the coast, fall and winter inland. The Mi'kmaq have historically used Nemtaqaq (North River) for fishing, travelling, and campsites along its shores. The Miltonvale Park area also has Traditional ("within living memory") use including animal trapping, wild fruit and berry harvesting.

Today, roughly half the Mi'kmaq of Epekwitk (PEI) live in the four reserves held by two First Nations. Three of these reserves, Morell, Rocky Point and Scotchfort, are held by Abegweit First Nation, while Lennox Island is held by Lennox Island First Nation. The Indian Act and residential schools almost succeeded in eliminating Mi'kmaq language, culture and artisan work throughout Mi'kma'ki. In recent years, all facets of Mi'kmaq culture have experienced a resurgence on Epekwitk.

It should be remembered that all of Mi'kma'ki is covered under the Peace and Friendship Treaties, and while they were entered into, the Mi'kmaq were never conquered, and never surrendered, gave up or ceded their land. Mi'kma'ki is still Mi'kmaq territory, and the Peace and Friendship Treaties serve as a foundation for the relationship of the Mi'kmaq and all citizens of the region.

2.2. SETTLER HISTORY

The Miltonvale Park area, particularly the area adjacent to the North River, was first settled by the French in the early 1700s, and by the English in the early 1800s. Agriculture has been the main focus of development and continues to be the prominent activity in the municipality today. Miltonvale Park remained almost entirely a farming community until the early 1970s when suburban development became more popular. The peace and tranquility of the countryside, low cost of land, and proximity to the City of Charlottetown were strong selling points and continue to be the reasons why residents choose to settle in this area. Developers, farmers, and other landowners took advantage of the "housing boom" in the 1970s and 1980s and developed several small subdivisions and building lots off the front of large farm properties and other land holdings. As a result of this activity, the majority of the current population is no longer involved in the agricultural sector.

2.3. MUNICIPAL ORGANIZATION

On July 17, 1974, Miltonvale Park was incorporated under the *Community Improvement Act* as a Community Improvement Committee and is made up of three smaller communities that emerged from former school districts, Milton Station, North Milton, and Springvale. The Community incorporated for two main reasons – to

collect fire dues and to have an identifiable group to represent the residents on local and regional matters. In 1975, Miltonvale Park residents adopted their first official plan. By 1983, the *Community Improvement Act* was replaced by the *Municipalities Act* and the Miltonvale Park Community Improvement Committee became the Community of Miltonvale Park. More recently, in 2017 the *Municipal Government Act* replaced the *Municipalities Act* and the name changed once again to the Rural Municipality of Miltonvale Park. The *Planning Act* vests all municipalities with the power to undertake community planning.

2.4. GEOGRAPHY

Miltonvale Park is located to the northwest of the City of Charlottetown. To the east is the Rural Municipality of Brackley, to the south and south-west are the Rural Municipalities of Warren Grove, Hampshire, North Wiltshire, and Darlington (Figure 1 Miltonvale Park Municipal Context). The land to the north is unincorporated with no significant settlements or population between Miltonvale Park and the Rural Municipality of Hunter River and the community of Oyster Bed Bridge.

Miltonvale Park is approximately 35 km^2 (8,600 acres) in area. The topography is gently rolling and is dominated by one major river, the North River, its tributaries and several smaller streams. The Rural Municipality is bisected by Route 2, the major highway connecting Charlottetown and Summerside, and the central and western parts of the Province.

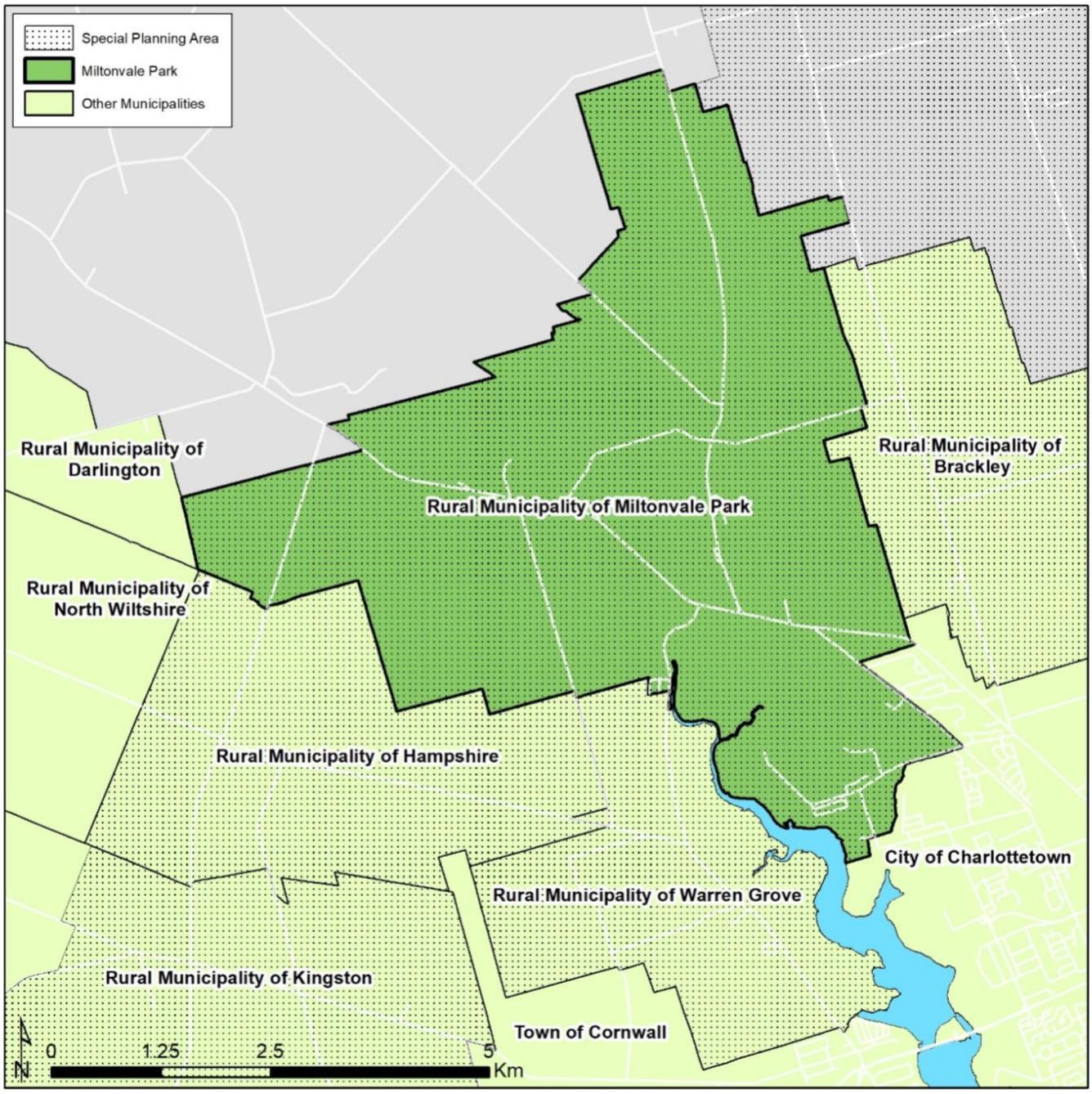


FIGURE 1 MILTONVALE PARK MUNICIPAL CONTEXT

2.5. POPULATION

Population statistics for the Rural Municipality are available from 1980 to the most recent Canadian census record in 2016 (*See* Table 1). In 1981, the population was approximately 941. The Rural Municipality experienced steady growth until 1996, when the population peaked at 1,242. Since that time, the population has gradually declined. The current population (2016 census) is approximately 1,148, a 0.4% decrease from 2011, although the rate of population decline is down slightly from 0.9% in the previous census period.

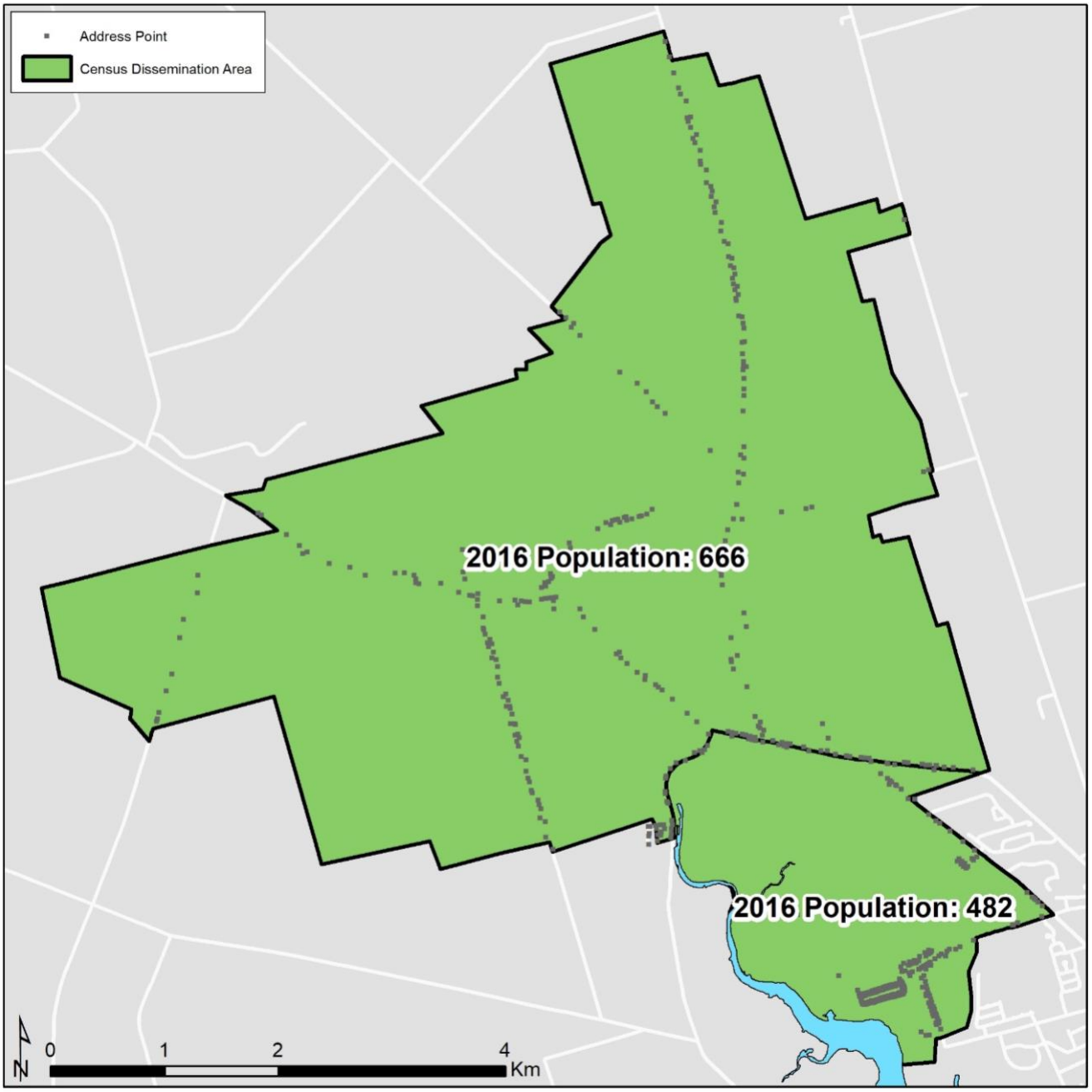


FIGURE 2 MILTONVALE PARK POPULATION

Of the 59 municipalities in Prince Edward Island in 2021, Miltonvale Park is the 11th largest in population. Its large land area (35.3 km2) is 13th among municipalities but with a relatively small population, it ranks as the 26th most densely populated.

The demographic distribution of Miltonvale Park is mostly similar to that of the provincial population. The Rural Municipality consists mainly of young adults (16% of the population is between 15-29 years of age) and adults within the range of 30–59 years of age (46%). The average age is 42.4, which compares with the provincial average age of 42.7, while the mean age is 46.1, compared to 44.5 provincially. These trends indicate that the municipality continues to attract families with young children, as there is not a disproportionate percentage of people over the age of 65, likely in part a reflection of the types of housing options available within the municipality.

The Rural Municipality consists of 493 private dwellings, with 485 of those occupied by usual residents. The dwellings consist of 345 single-detached dwellings and 115 movable dwellings (mobile homes). Multi-unit dwellings are limited within the municipality, with a total of 25 semi-detached dwellings, apartments or other attached dwellings.

Sixty-two percent (62%) of the households in the municipality consist of couples (married or common-law), with 28% of all households consisting of couples with children. The average family size is 2.3 people, which is also consistent with the provincial average of 2.3. There are approximately 120 single-person households in the municipality, and 170 household are comprised of couples without children.

The population is unevenly distributed throughout the Rural Municipality, with, unsurprisingly, the greatest concentration in the southern, Sleepy Hollow, area.

	Rural Municipality of Miltonvale Park		**Prince Edward Island**
	2016	**2011**	**2016**
Population - Current Census Period	1,148	1,153	142,907
Population – Previous Census Period	1,153	1,163	140,204
Change in population from previous Census (%)	-0.4	-0.9	+1.9
Population Density – (per km²)	32.3	32.4	25.1
Private Dwellings	493	473	71119
Private Households	485	455	59470
Land Area (km²)	35.58	35.58	5,685.73

TABLE 1. CENSUS PROFILE

Adapted from: Statistics Canada. 2017. Census Profile. 2016 Census, Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017 and Statistics Canada. 2012. Miltonvale Park, Prince Edward Island (Code 1102040) and Prince Edward Island (Code 11) (table). Census Profile. 2011 Census. Statistics Canada Catalogue no. 98-316-XWE. Ottawa. Released October 24, 2012

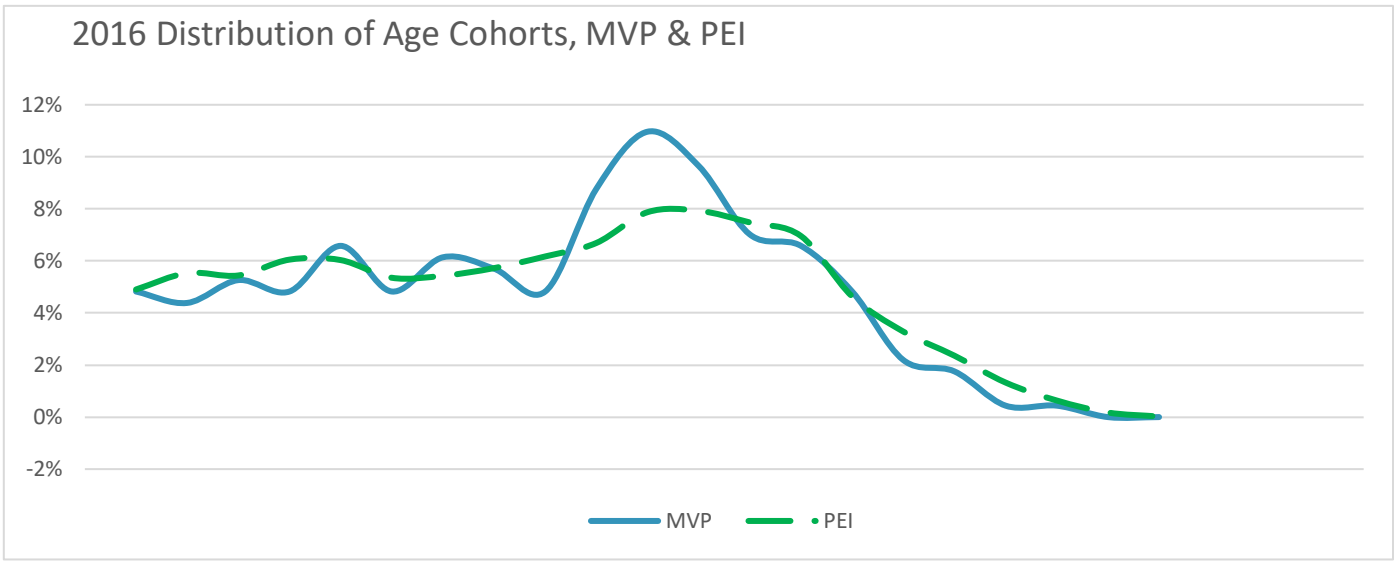


FIGURE 3 DISTRIBUTION OF AGE COHORTS, MVP & PEI

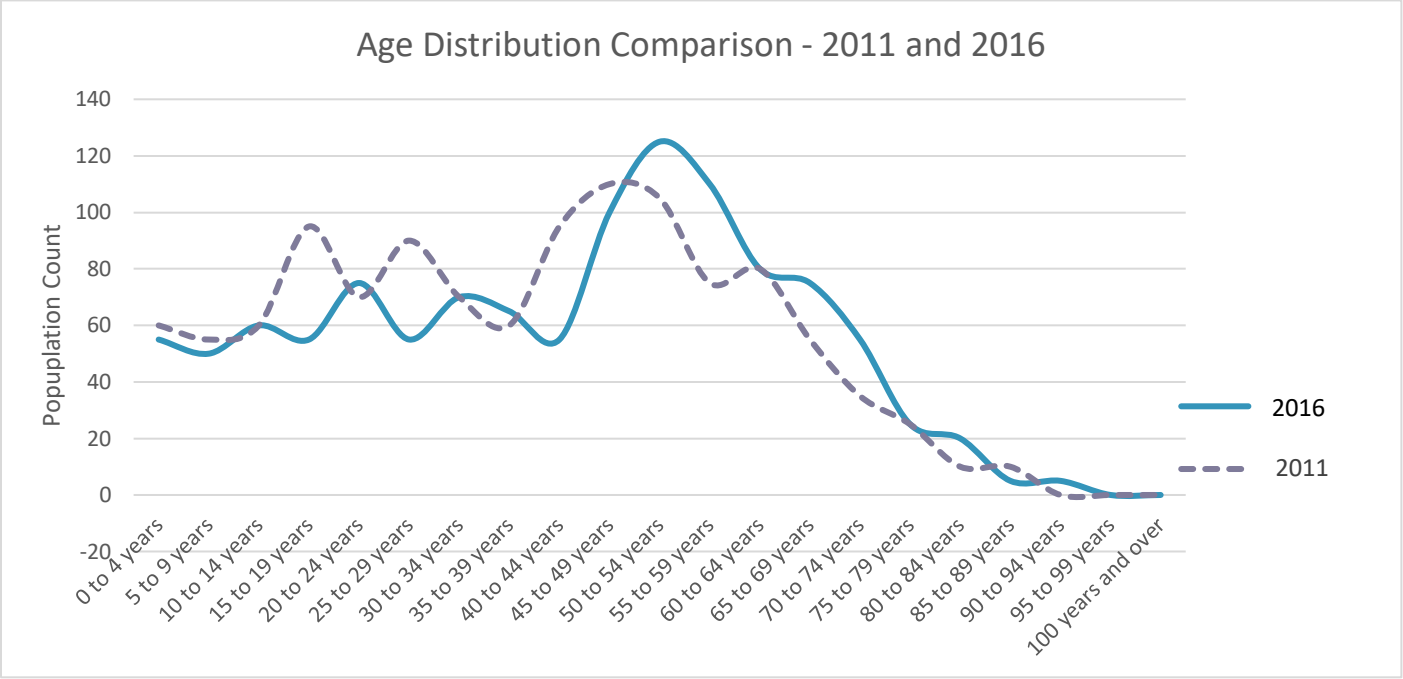


FIGURE 4 AGE DISTRIBUTION COMPARISON

2.6. MUNICIPAL SERVICES

SANITARY SEWER AND WATER

The Rural Municipality of Miltonvale Park has entered into an agreement with the City of Charlottetown for the supply of water and sanitary sewer services for the Sleepy Hollow area; more specifically, for those properties fronting on Royalty Road, Sleepy Hollow Road and Heather Drive and as identified in Schedule "B" of the agreement. The agreement also permits the development of a public utility water supply within Miltonvale Park

for the City of Charlottetown. The Sleepy Hollow area is located in the south end of Miltonvale Park. This area has a relatively high population density and small property sizes. Due to soil conditions, the provision of safe on-site wastewater treatment and disposal in this area is difficult. Following the installation of the infrastructure, identified properties were given the option to be connected to the central water distribution system and to become customers of the Charlottetown Water and Sewer Utility. New residential development within the identified area will be required to connect to the water distribution system. Further connections to the sanitary sewer infrastructure may be permitted upon request to the City from the Rural Municipality.

There are no other municipal or centralized services within Miltonvale Park, with the exception of shared water in the mobile home park. The rural nature of the municipality would suggest that it is unlikely that a centralized wastewater system or central water distribution system will be needed. Properties in the rural areas rely on individual wells for access to potable water and on-site wastewater treatment systems.

Fire Protection

The Rural Municipality of Miltonvale Park receives fire protection from the North River Fire Department. There are usually 9-10 calls per year from Miltonvale Park. In general, the Rural Municipality is satisfied with the quality and the price of the service it receives.

Police Protection

The Rural Municipality of Miltonvale Park receives police protection from the RCMP. This service is provided by the Province and, at present, there are no other feasible alternatives, nor has any need for a different approach been identified.

Solid Waste Management and Recycling

The Rural Municipality of Miltonvale Park participates in the province-wide waste reduction program managed by the Island Waste Management Corporation. Residents sort their household waste, compost, and recyclables for roadside pick-up.

FIGURE 5 MILTONVALE PARK SERVICED AREAS

2.7. TRANSPORTATION

Route 2 is the principal east/west transportation route for the movement of people and goods across the Province. The Malpeque Road is the local name given to the section of Route 2 between Charlottetown and Hunter River. This section bisects the Rural Municipality of Miltonvale Park and is designated as an arterial highway. The provincial *Roads Act* Highway Access Regulations ("HAR") stipulate the requirements for the location and number of new entrance ways along arterials, and regulates any changes in land uses on properties that front on an arterial highway. Entranceway permits are required for these properties.

The Rustico Road (Route 7) is a collector highway oriented north-south within the municipality. The Rustico Road is one of the primary transportation routes between Charlottetown and the communities on the north shore. The *Roads Act* and Highway Access Regulations require approval for new entrances along collector and local highways, which are assessed on the basis of safe stopping sight distance (see Schedule C for a summary of all roads within the municipality) and other criteria, depending on the class of road.

There are a few existing private roads within the municipality; in those instances, maintenance and the responsibility of maintaining access for emergency vehicles is the responsibility of the owner(s). The remaining roads in the municipality are classified as local or residential and are maintained by the Province. The municipality does not own or maintain any transportation infrastructure.

The limited number of local and subdivision roads, and provincial restrictions on access for the collector and arterial highways, has a direct impact on the types and locations of developments permitted.

The Confederation Trail offers an active transportation connectivity through the municipality towards the urban area but has few connectors within the municipality. The T3 Transit system only extends to Charlottetown, Stratford and Cornwall.

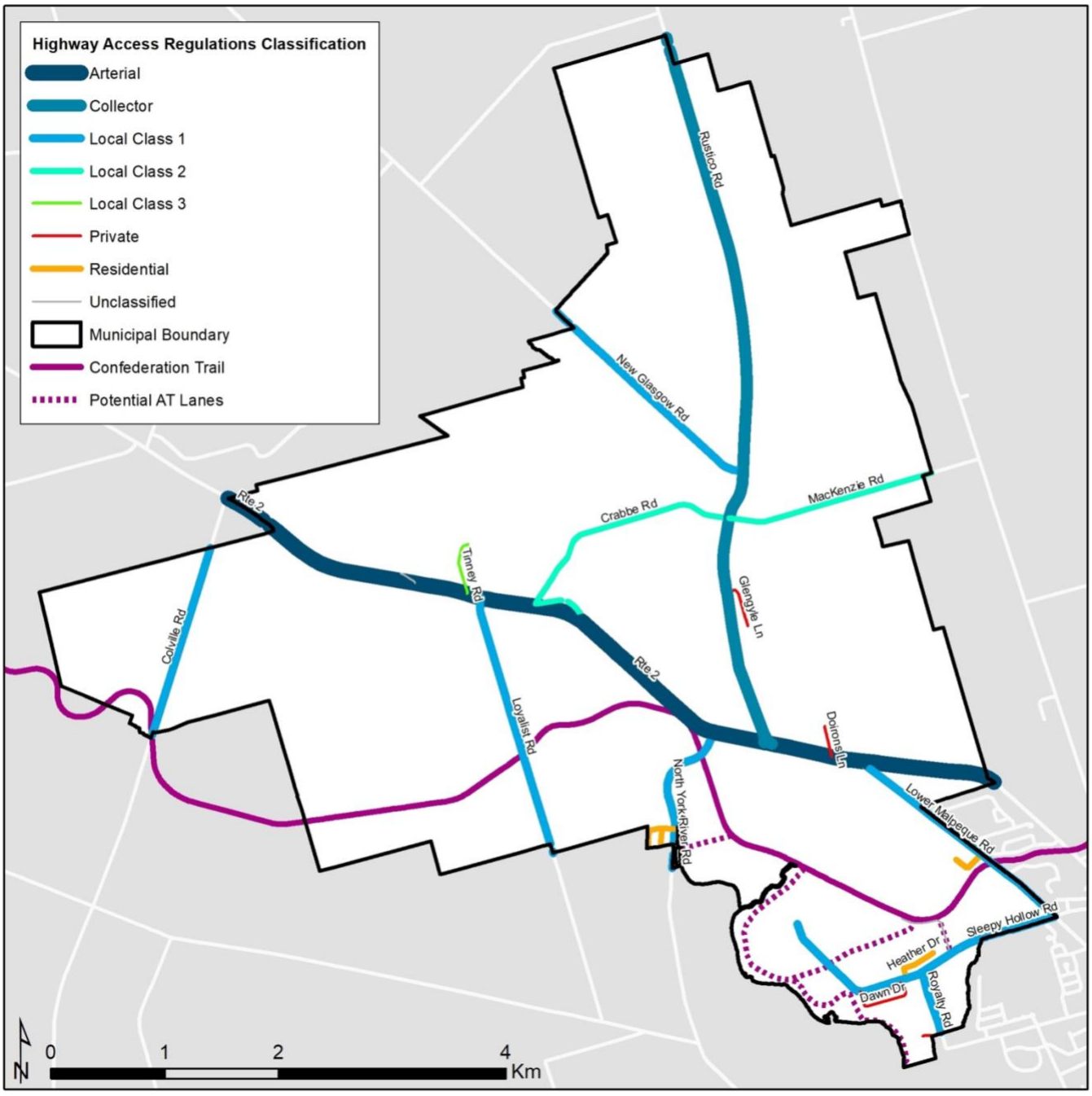


FIGURE 6 MILTONVALE PARK TRANSPORTATION AND *ROADS ACT* HIGHWAY ACCESS REGULATIONS

See Schedule C for more details.

2.8. DEVELOPMENT PERMIT APPROVALS

Development permit activity over the past five (5) years has generally continued to increase from year-to-year (*See* Table 2). The majority of the permits approved are for residential starts and other structures such as accessory buildings, fences, pools, and decks. A surge in application numbers in 2012 was due to twenty-nine (29) properties in the Sleepy Hollow area connecting to the new central wastewater and water distribution services. Agricultural development remained consistent, with minimal institutional and industrial development occurring. The increase in the institutional permits in 2011 reflected renovations to the Milton Community Hall, the Fire Training Centre, and the development of the Faithworks Centre.

	2011	*2012*	*2013*	*2014*	*2015*	*2016*	*2017*	*2018*	*2019*	*2020*
Agricultural	-	2	3	2	2	5	4	3	1	5
Agricultural/Residential	-	-	-	-	-	1	1	1	1	-
Institutional	3	-	-	-	1	1	-	-	-	-
Industrial	1	-	-	-	-	-	1	1	1	1
*Residential**	6	62**	6	3	1	1	5	3	3	7
Other	-	11	8	16	27	11	15	6	15	20
*Subdivision Approvals****	8	8	13	10	1	3	2	7	2	2

TABLE 2. DEVELOPMENT PERMIT AND SUBDIVISION APPROVALS FOR MILTONVALE PARK BY YEAR (2011-2020).

* Residential includes additions as well as new starts. ** 55 permits for connections to municipal water or sewer system.
*** Reflects number of subdivision approvals, not necessarily number of lots approved.
Note: permit numbers in Table 2 may differ slightly from the 2016 Official Plan figures due to a different interpretation in categorization.

With a new subdivision in the final stages of seeking approval in the Sleepy Hollow area, there is the potential for at least 56-62 new structures in the coming years, with a resulting anticipated increase in population.

2.9. CHARLOTTETOWN REGION SPECIAL PLANNING AREA

The Rural Municipality of Miltonvale Park is located within the Charlottetown Region Special Planning Area ("SPA"), as established in the *Subdivision and Development Regulations* of the *Planning Act*. The SPA regulations address subdivision and land use development in the rural areas directly adjacent to the major urban regions in the Province. They were established to protect the rural agricultural areas from inappropriate urban scaled developments and as well as to prevent unsustainable suburban sprawl. The objectives of the SPA regulations are:

- to minimize the extent to which unserviced residential, commercial and industrial development may occur;
- to sustain the rural community by limiting future urban or suburban residential development and non-resource commercial and industrial development in order to minimize the loss of primary industry lands to non-resource land uses; and

- to minimize the potential for conflicts between resource uses and urban residential, commercial and industrial uses.

The *Official Plan* was prepared in conformance with these objectives. Wherever there may be any conflict between the policies of this *Official Plan* and the SPA regulations, the most stringent applicable policy shall take precedence. If the SPA regulations are rescinded at some point in the future, the *Official Plan* shall remain in full force and effect.

Under subsection 63(10) of the *Planning Act* Subdivision and Development Regulations, municipalities with official plans may elect to take a different approach to meeting the three SPA objectives rather than implementing the standards set out in the remainder of section 63. This alternate approach is subject to the municipality following all required processes and meeting all standards under section 7 of the *Planning Act,* permitting no more than 5 unserviced residential lots from any parcel existing on July 9, 1994, and meeting reporting requirements.

The subsection (10) exemption provides the municipality with some flexibility to address the principles and objectives behind the SPA, which in many cases align with the community values relating to rural character and vibrant agricultural sector. The policies and approaches in this official plan and the standards set out in the Development Bylaw are designed to take advantage of this approach permitted under subsection (10).

3. EXISTING LAND USES

The existing (2010) land uses in Miltonvale Park are predominantly agricultural (67%) and forest cover (22%). Developed land, including all residential, commercial, industrial, institutional and transportation related land uses, cover approximately 3 km^2 (9%). The remaining 2% is designated as wetlands. (*See* Schedule 1). The next provincial land use inventory is expected to be released after the completion of the 2021 review process.

3.1. AGRICULTURAL LAND USES

Approximately 22.4 km^2 (5,544 acres) of land within the Rural Municipality has been identified as active agricultural land and abandoned agricultural land accounts for an additional 2.4 km^2 (593 acres). The four predominant land use cover types are hay, grain, potatoes, and pastures.

3.2. FORESTRY

Forest-covered land occupies almost 8.2 km^2 (2026.5 acres). The largest forested area is in the south end of the municipality, between the Confederation Trail and the North River. These forested properties are mainly owned by the Province and the Island Nature Trust in the Sleepy Hollow area and along the Confederation Trail. The remaining forest-covered land throughout the municipality is in the form of small wood lots at the rear of farm properties. Based on the land use inventory, over half (51%) of the forest cover in the municipality has been characterized as a hardwood forest stand with approximately 3 km^2 (741 acres) with 75% or more hardwood and 1 km^2 (247 acres) between 50-75% hardwood. Softwood stands account for approximately 36% of the forest-covered land area, and the remaining 13% is categorized as forest plantation, clear cut, or alder.

3.3. RESIDENTIAL LAND USES

The Rural Municipality has two distinct residential land use patterns. The southern portion, commonly referred to as the Sleepy Hollow area, is characterized by relatively small residential lots with suburban residential housing and a mobile-home park. In contrast, the northern portion remains primarily rural in character with a mix of active farms and farm houses. In recent years, the practice of subdividing lots from the frontage of existing farm parcels has increased, resulting in ribbon development along the primary transportation routes. The non-farm-related houses in this area tend to be on large properties fronting on Route 2, the Rustico Road (Route 7) and, to a lesser extent, the Crabbe Road and the Loyalist Road.

The dwelling types within the Rural Municipality are almost entirely single-detached, with 71% being single-detached houses and 24% movable dwellings. The remaining 5% are either duplex apartments, semi-detached or other attached dwellings (e.g. basement apartments, in-law suites, etc.). The 2016 census information indicates that 88% of the private dwellings are owner occupied. This statistic appears to be directly related to the single-detached dwelling types. Almost 65% of the dwellings were constructed before 1991 and the average value of a single-detached dwelling is approximately $198,405 as compared to the provincial average of $197,966. (Source: Statistics Canada, 2016).

The community has expressed a desire to preserve the rural nature of the northern portion of the municipality, both for its aesthetic quality of life and in recognition of the need for to protect farmland. Residents have also expressed their desire for more options in terms of residential dwelling types within the Rural Municipality. Likewise, residents expressed some interest in having more housing options in rural areas as well to meet the needs of those wishing to take advantage of the rural atmosphere. As always in these situations, the desire to take advantage of the quality of life offered by rural living can quickly undermine the very characteristics being sought through ribbon development, fragmentation of farmland, and changing landscapes, presenting the challenge of balancing the varying priorities and desires.

During the 2021 community consultation, residents also expressed a concern about the availability of affordable housing and housing options for all age groups, particularly for an aging population, while appearing to prefer an approach that would avoid the suburbanization of the entire community while still enabling a variety of housing types.

3.4. COMMERCIAL LAND USES

No area in the municipality has developed as a commercial centre. The commercial sector consists mainly of small businesses, many of which operate out of residential properties which were later rezoned to reflect their primary commercial use. A recent example of this was a change in zoning in 2019 at the intersection of the Lower Malpeque Road and Route 2 when the parcel was rezoned from Agriculture (A1) in order to reflect the existing use on the property.

One larger commercially-zoned area is located along Route 2 across from the Crabbe Rd (Rte 256); this 5.4 hectare portion of a larger property previously held a commercial operation that has since closed, although the zoning remains in place.

Generally, the commercial needs of Miltonvale Park residents are met in the City of Charlottetown and the restrictions on commercial developments under the Special Planning Area regulations has limited the siting of larger commercial activities beyond the urban limits.

3.5. INDUSTRIAL LAND USES

The existing industrial properties within the Rural Municipality are located within proximity to one another, near the intersection of Route 2 (Malpeque Road) and Route 248 (North York River Road). These long-standing operations include manufacturing and construction firms.

3.6. INSTITUTIONAL LAND USES

Institutional properties within the Rural Municipality include the Provincial Correctional Centre, the PEI Firefighter Training Centre, St. John's Anglican Church, Faithworks Centre, and the Milton Community Hall.

The Provincial Correctional Centre was constructed in the 1970s and occupies about 0.18 km^2 (46 acres) of land in the south end of the Rural Municipality, south of the Confederation Trail and adjacent to the North River. This facility is in the process of expanding at the time of the 2021 plan review. The PEI Firemen's Training Centre was constructed nearby in 1989. The facility includes a fire tower, fire pits, a garage, and classroom facilities, and occupies approximately 3.2 ha (8 acres) of land. St. John's Anglican Church is located on Route 2, and the Faithworks Centre is situated on an 18 ha (45 acres) parcel on the Loyalist Road.

The Milton Community Hall is located at the intersection of the Route 7 (Rustico Road) and the New Glasgow Road (Route 224). The Hall is owned and operated by Milton Community Hall Inc. and serves residents of Miltonvale Park and surrounding areas. The second floor of the Hall houses the Council offices and a meeting space. The Hall is widely known for its socials – including the seasonal rhubarb, strawberry and apple socials. Card parties are held on Thursday nights from June through September, and weekly church services are held for the Open Bible Baptist Church. Concerts, dinners, fundraisers, meetings, dances, and workshops and celebrations also take place at the Hall. One potential longer-term expansion of institutional uses would feature the lands adjacent to the Community Hall, although no specific details have been developed to date.

There are also several social or service groups in the Miltonvale Park area, including the North Milton, and until recently the Springvale and South Milton, branches of the Women's Institute.

3.7. RECREATIONAL AND OPEN SPACE LAND USES

Miltonvale Park has one public community park in the Sleepy Hollow area in the south end of the Rural Municipality. The park contains a softball diamond, a children's play area, a soccer field, a walking trail, park shelter, dog run, tennis/pickle ball court, and a small wooded area about one acre in size. The location of the Community Park is not geographically central, which may affect its utilization by residents in the Springvale and North Milton areas of the municipality. The Park is surrounded by over 85 acres of what is known as the Community Pasture, which has been leased by the Province to the Municipality for many years, and has in turned been leased for cultivation. The property features a small stand of woods and a small cemetery in the centre of one field.

Of note is the approximately 25 ha (62 acres) of linear recreation space in the form of the Confederation Trail running across the municipality in an east-west orientation. Developed throughout the 1990s on the former railway lines, this trail is commonly used for walking, hiking, and bicycling in the spring, summer, and fall. The PEI Snowmobilers Association has exclusive use of the trail in the winter months.

Residents indicate that they would like to see more recreation and open space facilities, particularly for walking and hiking trails, including in the more rural areas. Many find it challenging to find safe areas to walk along busy roads featuring largely graveled shoulders; the ability to be active outdoors has become even more important given the lessons of the COVID-19 pandemic, which remains in full swing at the time of the 2021 review.

3.8. SURFACE AND GROUNDWATER RESOURCES

The protection of surface and groundwater resources is a top priority for the residents of the Rural Municipality of Miltonvale Park. The Rural Municipality is almost entirely located within the North River Watershed, with relatively small areas on the west and north ends of the Rural Municipality falling within the Wheatley River and Black River Watersheds. The North River, including its tributaries and streams, are protected by the provincial Watercourse and Wetland Protection Regulations, which require that property owners maintain a buffer zone along any watercourse or wetland, whether it contains water or not. Activity within and around any wetland and watercourse is also strictly regulated. The purpose of the buffer zone is to provide a protected area that separates the developable part of a property from the watercourse or wetland.

The primary surface water concern relates to wildlife habitat and salmon habitat specifically. The local watershed group has indicated that all rivers in the Miltonvale Park area are Atlantic salmon rivers – Atlantic salmon are a threatened species regionally and are at risk of extinction locally speaking, with the local population struggling due to poor habitat. Long term goals for watershed health include solving sedimentation and erosion challenges and enhancing habitat. While the long-term goal would include protecting 1st and 2nd order streams, much work has taken place on the 3rd and 4th order streams, with expanded buffer zones in the 15-60M range. The emphasis for those streams would be to maintain those expanded buffers.

Most Miltonvale Park residents are dependent on groundwater through private wells for their domestic water supply. The aquifers in Miltonvale Park not only supply the needs of the local residents, but also supply the City of Charlottetown and the residents in the Sleepy Hollow area through the City's new water distribution system, opened the spring of 2019. The City's well field is located on the eastern boundary of the Rural Municipality. Although owned and operated by the City, the Rural Municipality has a responsibility to ensure that good planning practices and land management plans are in place for the long-term protection of the well field.

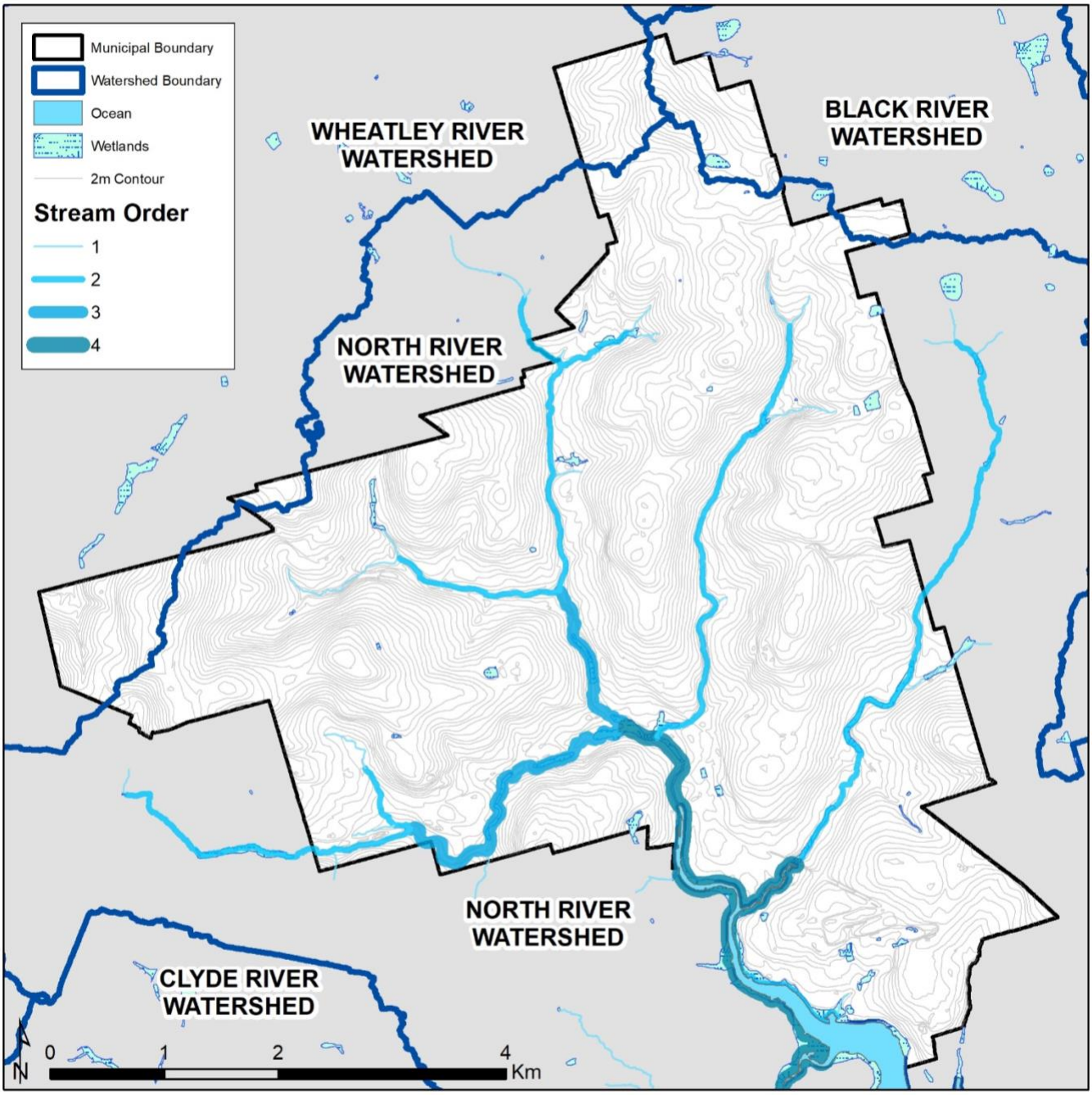


FIGURE 7 MILTONVALE PARK HYDROLOGY

3.9. HAZARD AND SENSITIVE AREAS

The primary physical hazard in Miltonvale Park is sensitivity to coastal flooding in low-lying areas adjacent to the North River. This risk primarily exists at a high level for properties below 2 M in elevation, with areas at an elevation between 2-4 M generally considered to be at moderate risk of future flooding and areas above 4M elevation considered to be at low risk of coastal flooding, based on a Coastal Erosion and Flood Risk assessment conducted by the Province in April 2021. While there is no data available on erosion, most of the North River shoreline that falls within the boundary of the Rural Municipality is classified as salt or brackish marsh. Salt marshes are expected to expand inland as sea levels continue to rise.

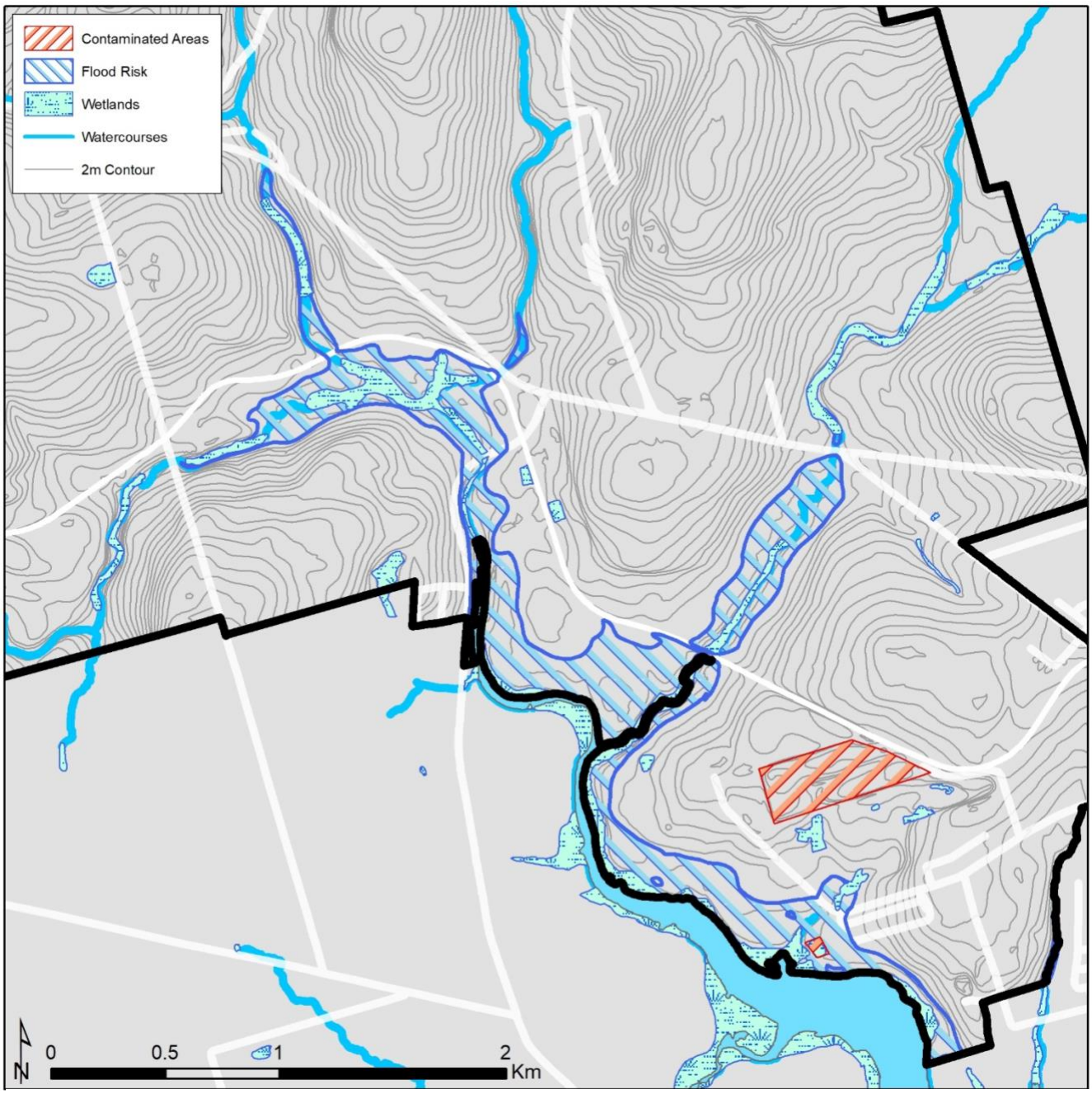


FIGURE 8 MILTONVALE PARK HAZARDS

The other significant environmental hazard would relate to the former landfill on the Sleepy Hollow Road. The former Charlottetown and Area Bulk Landfill Site (encompassing PIDs 283754, 283200, and 283192) was de-commissioned by the Province in 2003. This 60-acre brown-field site, adjacent to the Firefighter Training Centre, is a registered contaminated site and as such any future development or change in use would be subject to stringent provincial environmental restrictions and requirements. While the area is generally appropriate for very low impact passive recreation activities, future uses are restricted to those that will not pose a risk of disturbing the ground and any future changes in use would be subject to review by the Province in accordance with the *Environmental Protection Act and* any other related enactment.

One additional sensitive area relates to the former lagoon for the mobile home park, known as the Meadowvale Lagoon. Based on the decommissioning process in 2013, any future development of the property, being PIDs 444232, 283705, located just to the west of the mobile home park, would require approval by the Department of Environment.

4. CLIMATE CHANGE RESILIENCY

The effects of climate change are felt unequally around the globe. Being located further inland than many Island communities, Miltonvale Park is less vulnerable to some of the coastal impacts of climate change being experienced by other municipalities. The increased risk of flooding over time, however, suggests that on-going flood risk evaluation will be an important part of the assessment of subdivision and development applications and the placement of critical infrastructure.

Other potential effects of climate change that are likely to be experienced in the municipality include continued rising temperatures, which may have an impact on agricultural activities and for those living in older houses, largely built without air conditioning. More intense precipitation events will impact infrastructure and agriculture, while heat stress and droughts will impact people and agricultural activities; extreme weather events (post-tropical storms and hurricanes) have and will require emergency management planning and community shelters; and climate impacts on biodiversity will influence any remaining tree stands and habitat within the municipality.

Long term considerations for climate change adaptation for municipal infrastructure may include cooling shelters and other shade features in any expansion or development of community facilities and any municipal infrastructure. Likewise, proper storm water management will assist in slowing or retaining runoff during extreme events, which in turn will protect waterways and infrastructure.

4.1. CLIMATE CHANGE MITIGATION

Miltonvale Park is limited in its ability to mitigate climate change, with little industrial activity and forming as it does part of the Charlottetown employment commutershed.

It is clear, however, that the technologies and techniques to mitigate climate change will continue to advance over the next 15 years, presenting Miltonvale Park with the opportunity to be a leader in the promotion of anticipated technology through policies for its responsible adoption.

Additional options for mitigation would include the continued promotion of reforestation efforts through the local watershed group and in other appropriate areas, both to act as carbon sinks as well as to promote ecological health within the watershed.

4.2. ENERGY

The province-wide adoption of the National Building Code in 2020 promises to improve the standards for new construction. Although the municipality has the option to adopt enhanced or more stringent energy efficiency requirements, this would place an added administrative, inspection, and enforcement responsibility on the municipality and the municipality has opted to enter into an agreement with the Province for provincial administration of the building code. However, as building energy-efficiency advances, it may be useful in the future to track the energy efficiency features included in new buildings or renovations through development permit applications.

In the last five years, there has been a growth in demand for renewable energy generation within the community, a trend that will likely continue. Meeting the demand for new renewable energy may occur at different scales, from single-unit dwellings, multi-unit dwellings, or larger commercial applications. These systems may also include energy storage systems of varying scales. It is becoming increasingly important to balance the need for and facilitation of renewable energy options against the potential impacts to the community and the environment.

4.3. TRANSPORTATION

Given the semi-rural nature of the municipality and fact that most residents drive outside the community for work and shopping, Miltonvale Park is heavily dependent on fossil-fuel powered vehicles for transportation. Miltonvale Park is limited in its ability to mitigate greenhouse gas (GHG) emissions by the auto-centric development pattern and the high price of electric vehicles, as well as the current lack of viable transportation alternatives.

As the COVID-19 experience has demonstrated, however, working from home is an option for many types of work, provided the regulatory structure is set up to support this. Promoting more flexibility in working from home will go a small distance towards reducing vehicular travel, a significant factor in GHG emissions in Prince Edward Island. Council’s efforts to promote and install EV chargers will also facilitate the transition to electric vehicles.

5. THE COMMUNITY VISION

5.1. THE VISION STATEMENT

The COMMUNITY VISION is a broad statement indicating the overall shared vision of Council, residents and property owners for the future of the Rural Municipality. The Vision provides the framework and general direction for the subsequent, more detailed, Objectives and Policies of the *Official Plan*.

The Rural Municipality of Miltonvale Park's Vision Statement builds on the strong sense of community identity and independence that exists within the municipality. Many residents of Miltonvale Park moved to the municipality (or stayed here) because they did not want to live in the City of Charlottetown, with many others opting to move to or remain in the community because of family connections to their property or to the community generally. Residents value the small community charm, the rural lifestyle, the open space and scenic agricultural landscapes, and the convenience of commercial services within a relatively short drive. The 2021 community engagement confirms that the previous priorities and values remain valid.

Even with the introduction of centralized wastewater treatment and water services in the Sleepy Hollow area, residents of Miltonvale Park still desire to see their municipality develop slowly and wish to protect the viability of the farming community and other resource activities. At the same time, residents recognize that, in order to maintain the viability of the Rural Municipality and to support expanded public services, future development is necessary. The Sleepy Hollow area has been identified as the most appropriate area for growth as a residential hub within the Rural Municipality. Future development of this area will be dependent on the new wastewater treatment and water services, and on the potential opportunities to extend those services in the future.

Alternative housing options will allow current residents to age-in-place as their needs change in the future, while the municipality continues to attract residents of all age groups and income levels.

The continued modest subdivision of rural parcels will be permitted, in keeping with the SPA objectives, while still emphasizing the long-term protection of the agricultural and primary sector industries, and where road access standards permit.

The Sleepy Hollow area also presents an opportunity for additional recreational space on the former Sleepy Hollow landfill site. The 0.25 km^2 (60 acres) site is bordered by the Provincial Correctional Centre and the Confederation Trail. The site offers an easy roadway access and contains a mixed growth of mature trees surrounding the site. The Council is in agreement that the Rural Municipality of Miltonvale Park should not be the owner/operator of any recreation facilities created on the site. Instead, private or community groups should be encouraged to step forward as leaders in this initiative. A focus on the expansion of trail systems and connectivity, where possible, would fit within the long-term preferences of the community.

Miltonvale Park residents value the physical appeal and overall health of their local and regional environment. The *Future Land Use Map* will emphasize the importance of moving toward a watershed land use planning approach and will seek to protect ground and surface water resources and significant natural areas.

In summary, the future vision of the Rural Municipality of Miltonvale Park is to continue to be a rural agricultural community while supporting residential development in appropriate areas and promoting recreational and institutional services for its residents.

5.2. COMMUNITY OBJECTIVES

The following outlines the objectives of the community and the council in establishing policies and plan actions in the four categories established under the Planning Act: Social; Economic; Physical; and Environmental, although it is recognized that there is inherent overlap between the categories.

5.2.1. Social Objectives

The Social Objectives of the Rural Municipality are:

- To support a variety of residential dwelling types to meet the changing needs of a diverse population.
- To preserve and enhance the rural character of the community.
- To support residential development in appropriate areas based on the scale of the development and the availability of services.
- To foster a sense of safety, security, and stability.
- To promote social interaction and healthy lifestyles.

5.2.2. Economic Objectives

The Economic Objectives of the Rural Municipality are:

- To protect the long-term viability of farming and other resource commercial and industrial activities.
- To support new resource commercial and industrial development in appropriate areas.
- To support established businesses in the municipality.
- To limit new non-resource commercial and industrial development.
- To minimize conflicts between resource and non-resource land uses.
- To enable the operation of home-based businesses.
- To enable the operation of small-scale tourism establishments in appropriate locations.
- To support renewable energy generation**.**

5.2.3. Physical Objectives

The physical objectives of the Rural Municipality are:

- To establish criteria for the subdivision of lots that meet the three objectives of the Charlottetown Region Special Planning Area Regulations, in accordance with subsection 63(10) of the Subdivision and Development Regulations.
- To establish a plan for future development that minimizes land use conflicts.
- To support improvements of the existing provincial transportation system and to establish minimum standards for the development of new transportation infrastructure.
- To limit the development of excavation pits in areas where potential land use conflicts cannot be mitigated.
- To promote active transportation networks and opportunities.

5.2.4. ENVIRONMENTAL OBJECTIVES

The Environmental Objectives of the Rural Municipality are:

- To ensure a secure and safe supply of potable water.
- To ensure that wastewater is treated and disposed of in a healthy, efficient, and environmentally acceptable manner.
- To protect and enhance the quality of groundwater and surface water.
- To protect and enhance significant natural areas and wildlife habitat.
- To minimize the potential impacts of stormwater runoff on the environment and public infrastructure
- To mitigate, where possible, actions and development patterns that contribute to greenhouse gas emissions.
- To promote energy efficiency.
- To minimize air and noise pollution.
- To recognize the projected impacts of climate change, including coastal erosion and coastal flooding, and establish land use and development standards for areas at risk.
- To encourage the preservation, restoration, and expansion of forest cover.

6. FUTURE LAND USES

6.1. FUTURE LAND USE MAP

The *Future Land Use Map* (*See* Appendix 2) is the visual depiction of the distribution of land uses that reflects the overall Vision of the Rural Municipality of Miltonvale Park to remain as a distinct and viable agricultural community, while recognizing that future development in residential land uses is desirable. The *Future Land Use Map* is a conceptual representation of the direction Council envisions land use patterns to develop over the next fifteen (15) years. It lays the foundation for the *Zoning Map* in the *Development Bylaw.*

In developing the *Future Land Use Map* to implement the Vision and objectives, Council has applied the following principles:

- Agriculture shall remain the dominant land use in the Rural Municipality.
- New centrally or municipally serviced residential development will be supported in the serviced area.
- A limited amount of non-resource commercial and industrial areas will be identified.
- Environmentally vulnerable or sensitive areas will be protected.
- Recreation and open spaces will be identified.

The policies and plan actions that follow express the policy approach that the Rural Municipality of Miltonvale Park will take in managing land use in the municipality over the plan period.

7. SOCIAL POLICIES AND PLAN ACTIONS

7.1. RESIDENTIAL POLICIES

7.1.1. Residential Designation

It shall be the policy of Council to designate land for residential use.

7.1.2. Residential Zones

It shall be the policy of Council to establish residential zones on land designated for residential use.

Plan Actions:

R-1 Council shall establish a Residential Manufactured Housing Park Zone (MHP), a Serviced Residential Zone (RS1), a Residential Zone (R1), and a Planned Unit Residential Development Zone (PURD).

R-2 Residential zones will be defined, in part, by the number and types of permitted dwelling units and the requirement to service lots with municipal water and sewer services.

R-3 Council shall protect the low-density residential character of the municipality, while providing opportunities for flexibility with regards to dwelling type and density in the PURD zone.

7.1.3. Serviced Residential Policy

It shall be the policy of Council to identify and support a variety of residential dwelling types at an appropriate scale and density, in the serviced and serviceable areas in the Rural Municipality.

Plan Actions:

R-4 The area identified as serviced, and that area that is most likely to be serviceable in the future, is the most appropriate area for future residential development and will be identified as such on the Future Land Use Map.

R-5 Rural residential uses with on-site services, where residential is the primary use in the area, will also be designated for residential uses on the Future Land Use Map.

7.1.4. Residential Compatibility Policy

It shall be the policy of Council to support a variety of residential dwelling types where they are compatible with surrounding areas and uses.

Plan Actions:

R-6 Modular homes will be treated as single unit dwellings and will be permitted in all zones that permit residential uses.

R-7 Mini homes will be permitted to locate in an approved manufactured housing park in the MHP Zone, and in the PURD, R1, RS1, and Agricultural (A1) zones.

R-8 Duplex and semi-detached dwellings will be permitted in specific zones based on their building form and requirements for access.

R-9 Residential developments of more than one building on a property (i.e., grouped dwellings) will be supported in specific zones where the lot on which the development is to be located has suitable services and the scale of the proposed development is compatible with the surrounding area.

R-10 Permanent occupancy of travel trailers or recreational vehicles (RVs) will be prohibited.

R-11 The Development Bylaw may permit dwelling units in commercial buildings and shall set out standards for these uses.

7.1.5. Residential Development Standards Policy

It shall be the policy of Council to establish residential development standards relating to density, , setbacks, parking, and land use buffers in order to enhance the health, safety, and convenience of residents.

Plan Actions:

R-12 The Development Bylaw will establish residential development standards for each zone relating to density, servicing, lot sizes, setbacks, building height, parking, open space, buffering and other matters in order to enhance the health, safety and convenience of residents.

R-13 The Development Bylaw will permit residential development serviced by on-site water and wastewater services in the Residential Zone (R1), which shall be applied to those areas that consist primarily of unserviced single detached dwellings and where municipal water and sewer services are not or are unlikely to be provided.

R-14 The Development Bylaw may be amended on application to apply the R1 zone to vacant lands determined – in consultation with the agricultural and forestry sectors, provincial departments responsible for agriculture and forestry, and the local watershed group – to be unsuited for primary resource uses, where the objective of limiting unserviced residential development and the other policies of this official plan can be met.

R-15 The Development Bylaw will permit single unit dwellings, mini homes, and duplex dwellings in the A1 zone.

7.1.6. Planned Unit Residential Development Zone Policy

It shall be the policy of Council to zone certain areas serviced or capable of being serviced with both municipal water and sewer services with flexible residential standards as a Planned Unit Residential Development zone in order to encourage innovative housing solutions and maximize the efficient use of land.

Plan Actions:

R-16 The Development Bylaw will include flexible development standards to permit developers to propose innovative design solutions which still conform to the overall goals and objectives embodied in the vision and objectives of this Plan and allow density trade-offs in order to encourage the preservation of environmentally sensitive areas.

R-17 Development in the PURD zone may only proceed through the approval of a full development concept, which shall be subject to a public review process.

R-18 The Development Bylaw will establish the nature of the performance standards to be used by Council in assessing development proposals together with the requirement for a Development Agreement.

R-19 Multi-unit residential development will be permitted in the PURD zone subject to provisions regarding overall scale, height, and number of units in keeping with the overall character of the municipality.

7.1.7. Accessory Apartments Policy

It shall be the policy of Council to facilitate the expansion of housing options by permitting the addition of an accessory apartment in a single detached dwelling or in an accessory building to a single detached dwelling, provided that the exterior of the dwelling retains an appropriately residential appearance, the addition is compatible with surrounding areas and uses, and the property has suitable services.

Plan Actions:

R-20 The *Development Bylaw* will permit the addition of an accessory apartment in a single detached dwelling or in an accessory building to a single detached dwelling in any zone where a single detached dwelling is permitted.

R-21 The *Development Bylaw* will permit the use of mini homes as an accessory apartment on properties in the agricultural zone when the primary use of the property is resource.

R-22 The Development Bylaw will establish standards for the siting and appearance of accessory apartments.

7.1.8. Accessible Design Policy

It shall be the policy of Council to promote enhanced accessible design where possible, in addition to the requirements under the *Building Codes Act*, R.S.P.E.I. 1988, B-5.1.

Plan Actions:

R-23 The Development Bylaw may establish criteria for reporting on accessibility features in the development application process to facilitate the tracking and promoting of such practices.

7.1.9. Rural Residential Uses Policy

It shall be the policy of Council to permit only limited residential development in the Agriculture (A1) Zone in order to meet the objectives of the Charlottetown Region Special Planning Area provisions in the Planning Act Subdivision and Development Regulations and to keep productive farmland in active agricultural use.

Plan Actions:

R-24 The Development Bylaw will permit residential developments in the A1 Zone but shall only permit lots to be subdivided from existing parcels as defined in the Charlottetown Region Special Planning Area regulations and shall limit the number of lots that may be subdivided for residential use to four lots.

7.1.10. On-site Services Policy

It shall be the policy of Council that residential development with on-site services for potable water and wastewater treatment will not be permitted where central or municipal services are available. It is further the policy of Council to allow the maximum number of unserviced residential lots to be subdivided in the R1 zone as established under subsection 63(10) of the Planning Act Subdivision and Development (SPA) Regulations.

Plan Actions:

R-25 The *Development Bylaw* will permit on-site services for residential development only where central or municipal services are not available.

R-26 The *Development Bylaw* will permit residential developments with on-site services only where the proposed development complies with provincial requirements for the installation of on-site wastewater treatment systems and water services, including minimum lot size standards.

R-27 The *Development* Bylaw only permit lots to be subdivided in the R1 Zone from an existing lot as defined in section 63 of the Planning Act Subdivision and Development Regulations (July 9, 1994) and will limit the number of residential lots to be subdivided in the R1 Zone to 5 lots, in conformance with the objectives of the SPA regulations.

R-28 The *Development Bylaw* will permit lots that do not meet the definition of existing lots as established in section 63 of the SPA Regulations to be further subdivided only where those lots are serviced by municipal water and sewer services.

R-29 The *Development Bylaw* will establish a minimum lot size for lots in the R1 and A1 zones where on-site services are required for residential development and will require all properties to be of an adequate size to accommodate the installation of a second tile field in order to better ensure the long-term sustainability of the on-site wastewater system.

7.1.11. Minimum Lot Sizes Policy

It shall be the policy of Council to establish minimum residential lot sizes in the unserviced areas that preserve the rural character of the municipality. Different lot sizes and standards will be established depending on the zone and in particular will require larger lots in the agriculture zone in order to minimize the loss and fragmentation of primary resource lands and limit ribbon development.

Plan Actions:

R-30 The Development Bylaw will establish a minimum lot size in the unserviced residential (R1) zone consistent with the existing density and character of the surrounding areas and uses, including where those standards are more stringent than the minimum lot size standards in the *Province-Wide Minimum Development Standards Regulations* prescribed under the *Planning Act*.

R-31 The *Development Bylaw* will establish a minimum lot size for lots in the serviced residential area of the Rural Municipality consistent with the existing density and character of the surrounding areas and uses.

R-32 The Development Bylaw may establish smaller lots sizes in the PURD zone.

R-33 The Development Bylaw will establish larger minimum residential lot sizes and standards for unserviced residential lots in the agricultural (A1) zone that are consistent with a rural landscape.

7.1.12. Undersized Lots Policy

It shall be the policy of Council to allow appropriately-scaled development on existing undersized lots in such a manner as to minimize the impact of the on-site wastewater treatment system.

Plan Action(s):

R-34 The *Development Bylaw* may permit development of an existing undersized lot where a licensed engineer has certified both the design and installation of the on-site wastewater treatment system.

7.2. RECREATION POLICIES

7.2.1. Recreation Land Use Policy

It shall be the policy of Council to protect and expand, where appropriate, the amount of land available for recreation uses.

7.2.2. Recreation and Open Space Designation Policy

It shall be the policy of Council to identify and designate the areas the community values for their recreational uses and/or potential future uses for recreation and open space use.

Plan Actions:

Rec-1 The Confederation Trail will be identified as a Recreational and Open Space land use on the Future Land Use Map.

Rec-2 The former landfill site will be identified as a Recreational and Open Space land use on the Future Land Use Map.

Rec-3 The Community Park will be identified as a Recreational and Open Space land use on the Future Land Use Map.

Rec-4 Other open spaces, including land owned by the Island Nature Trust will be identified as a Recreational and Open Space land use on the Future Land Use Map.

7.2.3. Recreation and Open Space Zone Policy

It shall be the policy of Council to establish a zone on land designated for recreation and open space use.

Plan Actions:

Rec-5 The Development Bylaw shall establish a Recreation and Open Space (O1) zone.

Rec-6 The Recreation and Open Space (O1) Zone will be applied to all publicly-owned spaces in the municipality used or designated for recreational activities or open space protection.

7.2.4. Parks and Open Spaces Expansion Policy

It shall be the policy of Council to promote the establishment and expansion of parkland and trails where appropriate to protect the natural environment.

Plan Actions:

Rec-7 The Development Bylaw will establish standards and requirements for the dedication of parkland, or cash in lieu of parkland or a combination thereof, when land is being subdivided, based on the size of the subdivision and number of lots being created.

Rec-8 Council will work with community groups and organizations in order to identify opportunities for the designation and protection of additional open space.

7.2.5. Recreation and Leisure Policy

It shall be the policy of Council to promote safe recreational activities and active lifestyles for residents of all ages.

Plan Actions:

Rec-9 Council will advocate for expanded shoulders with a physical barrier or separation on provincial roadways to facilitate safe active transportation.

Rec-10 Council will explore opportunities to develop walking and cycling trails as part of the Province's Active Transportation Strategy, including as part of parkland dedication requirements where appropriate.

Rec-11 Council will continue to foster opportunities for learning, recreation, and social interaction through programming and activities throughout the municipality.

Rec-12 Council will maintain the Community Park on the Sleepy Hollow Road and explore opportunities to expand the area and facilities associated with that park.

Rec-13 New municipal recreation space will be approved where its impact on the municipal budget is deemed to be appropriate.

8. ECONOMIC POLICIES AND ACTIONS

8.1. AGRICULTURAL POLICIES

8.1.1. Agricultural Designation Policy

It shall be the policy of Council to make the primary land use designation on the Future Land Use Map Agricultural (A) and to limit the amount of land in the municipality designated for other uses.

8.1.2. Agricultural Land Use Zone Policy

It shall be the policy of Council to establish a zone on land designated for agricultural use.

Plan Action:

A-1 The Development Bylaw will establish an Agricultural Zone (A1) and apply this zone to all those lands currently in agriculture use or designated for agricultural use.

8.1.3. Agricultural Protection Policy

It shall be the policy of Council to protect farm and forestry lands from the intrusion of conflicting land uses and to discourage the conversion of primary resource lands into non-resource uses.

Plan Action(s):

A-2 The Development Bylaw will require buffers between resource and non-resourced land uses to minimize land use conflicts.

A-3 Additional uses compatible with agricultural activities will be permitted in the Agricultural Zone.

8.1.4. Resource Commercial and Industrial Land Use Policy

It shall be the policy of Council to support resource commercial and resource industrial uses and activities that are necessary services for an agricultural community and located in appropriate areas.

Plan Action(s):

A-4 The Development Bylaw will permit resource commercial and industrial developments within the Agricultural Zone.

A-5 The Development Bylaw will establish standards and criteria for resource commercial and resource industrial uses, in relation to, but not limited to, safe access and minimizing potential conflicts between land uses.

8.1.5. Livestock Operations Policy

It shall be the policy of Council to protect existing livestock operations from residential encroachment, and to protect existing residential areas and uses from the encroachment of livestock operations**.** It shall also be the policy of Council to establish criteria and standards for intensive livestock operations.

Plan Action(s):

A-6 The *Development Bylaw* will require that any new intensive livestock operation provide a buffer between the proposed development and primarily residential areas.

A-7 The Development Bylaw will require that any new developments in a residentially-zoned area shall provide a buffer between the proposed development and any existing intensive livestock operation.

A-8 The Development Bylaw will establish standards for the keeping of livestock on residential lots.

8.2. NON-RESOURCE COMMERCIAL AND INDUSTRIAL POLICIES

8.2.1. Non-Resource Commercial and Industrial Land Use Policy

It shall be the policy of Council to continue to support existing non-resource commercial and industrial uses within the Rural Municipality and to encourage the reasonable growth of those businesses, while permitting the limited approval of new non-resource commercial and industrial uses in order to minimize the loss of primary resource lands to non-resource commercial and industrial uses in accordance with subsection 63(10) of the *Planning Act* Subdivision and Development Regulations.

Plan Actions:

CI-1 The Development Bylaw will only permit the expansion of existing non-resource based commercial and industrial land uses where the proposed development will not involve the loss of existing resource land for a non-resource use.

CI-2 The Development Bylaw only permit lots to be subdivided in the C1 or M1 Zones from an existing lot as defined in section 63 of the Planning Act Subdivision and Development Regulations (July 9, 1994) and will limit the number of lots that may subdivided in the C1 Zone to 2 lots and in the M1 Zone to 1 lot, in conformance with the objectives of the SPA regulations.

CI-3 The Development Bylaw will establish standards for commercial and industrial uses.

8.2.2. Commercial Designation Policy

It shall be the policy of Council to designate land for non-resource commercial uses.

8.2.3. Commercial Zone Policy

It shall be the policy of Council to establish a zone on land designated for commercial uses.

Plan Action:

CI-4 The Development Bylaw will establish a General Commercial Zone (C1), which shall be applied in areas where non-resource based commercial uses are already in existence.

CI-5 New non-resource based commercial uses will only be permitted in the C1 Zone and shall be restricted in size in keeping with the rural character of the municipality.

CI-6 The Development Bylaw may be amended on application to apply the C1 zone to lands determined to be unsuited for primary resource uses, for new small-scale commercial activities appropriate to a rural area, where the objective of limiting unserviced commercial development and the other policies of this official plan can be met.

8.2.4. Industrial Designation Policy

It shall be the policy of Council to designate land for non-resource industrial uses.

8.2.5. Industrial Zone Policy

It shall the policy of Council to establish a zone on land designated for industrial uses.

Plan Action:

CI-7 The Development Bylaw will establish a Light Industrial Zone (M1), which shall be applied in areas where non-resource based industrial uses are already in existence.

8.2.6. In-Home Occupations Policy

It shall be the policy of Council to promote live-work flexibility by permitting a range of commercial uses as in-home occupations on residential properties. Standards shall be established to minimize the impact on adjacent properties, suitable to rural land use activities.

Plan Action(s):

CI-8 The *Development Bylaw* will permit in-home occupations on residential properties and will establish standards for in-home occupations to limit potential conflicts with surrounding residential uses, such as standards related to hours of operation, square footage, number of employees, parking, outdoor storage, signage, and any other factors that may represent an impediment to the safety, convenience or enjoyment of neighbouring properties.

CI-9 Bylaw standards for in-home occupations will distinguish between working from home and home occupations and will not require a permit for the use of any dwelling unit or building accessory to a dwelling unit as a personal office or studio.

CI-10 The Development Bylaw will establish conditional use standards for home-based industrial uses to permit such activities where the impact is deemed to be of low impact for adjoining properties.

8.2.7. Tourism Land Use Policy

It shall be the policy of Council to permit a range of tourism-related uses in the municipality and to distinguish between the types of uses suitable for residential areas and those suitable only for commercial areas.

Plan Action:

CI-11 The *Development Bylaw* will permit tourist establishments such as bed and breakfast establishments and short term rentals in single detached dwellings in the RS1, R1, PURD, and A1 zones.

CI-12 *The Development Bylaw* will establish standards for bed and breakfast establishments and short term rentals to limit potential conflicts with surrounding residential uses, such as standards related to hours of operation, square footage, number of employees, parking, outdoor storage, signage, and any other factors that may represent an impediment to the safety, convenience or enjoyment of neighbouring properties.

CI-13 The Development Bylaw shall permit hotels and motels in the General Commercial (C1) zone and will establish standards for those uses.

8.2.8. Renewable Energy Systems Policy

It shall be the policy of Council to support the use of renewable energy generation systems of different sizes in the Rural Municipality, aimed toward enabling economic benefit for the community and individual residents, and support the incorporation of alternative energy technologies and infrastructure when such integration would result in direct benefits to a municipal citizen(s) or result in the avoidance or reduction of greenhouse gas emissions.

Plan Action:

CI-14 The *Development Bylaw* will regulate the size and placement of wind turbine development, aimed toward enabling economic benefit to the community.

CI-15 The Development Bylaw will permit and establish standards for roof-mounted and ground-mounted solar systems by size.

8.3. INSTITUTIONAL POLICIES

8.3.1. Institutional Uses Policy

It shall be the policy of Council to support the continuation of existing institutional uses in the municipality and to consider the approval of new institutional uses where appropriate and where such uses would be consistent with the objectives of the SPA Regulations.

8.3.2. Institutional Designation Policy

It shall be the policy of Council to designate land for institutional uses.

8.3.3. Institutional Zone Policy

It shall the policy of Council to establish a zone on land designated for institutional uses.

Plan Actions:

I-1 The Development Bylaw will establish a Public Service and Institutional (PSI) Zone, which shall be applied in areas where institutional uses are already in existence.

I-2 The Development Bylaw may be amended on application to apply the PSI Zone to lands for new small-scale institutional activities appropriate to a rural area, where the objective of providing public services and the objective of minimizing the loss of primary resource lands can be met.

9. PHYSICAL POLICIES AND ACTIONS

9.1. SPECIAL PLANNING AREA POLICY

9.1.1. Existing Parcel policy

It shall be the policy of Council to permit the limited creation of new parcels, pursuant to subsection 63(10) of the Subdivision and Development Regulations, in a manner that meets the objectives of the Special Planning Area, based on the permitted uses within each zone.

Plan Action(s):

P-1 The Development Bylaw shall establish criteria for the number of lots that may be subdivided in any Zone from any existing parcel as defined in the SPA Regulations, and lots may only be severed for a use permitted in that Zone, subject to all other provisions of the Development Bylaw and applicable provincial standards.

P-2 In calculating the number of lots with regards to determining the number of lots permitted, all lots severed from an existing parcel from July 9, 1994 onward will be counted.

P-3 The Development Bylaw shall limit the creation of new lots from parcels approved after July 9, 1994 and shall specify the zones and conditions under which this may occur.

9.2. LAND USE FORM POLICIES

9.2.1. Surrounding Land Uses Policy

It shall be the policy of Council to establish adequate buffers between commercial and industrial developments and nearby land uses to minimize negative effects on the surrounding areas and uses.

Plan Action:

P-4 The *Development Bylaw* will require buffering (e.g., setbacks, vegetation, screening, landscaping etc.) for commercial and industrial developments in order to mitigate negative impacts on surrounding areas and uses.

P-5 The *Development Bylaw* will require buffering (e.g., setbacks, vegetation, screening, landscaping etc.) for any non-residential development adjacent to the Confederation Trail and other areas zoned as Recreation and Open Space.

9.2.2. General Development Standards Policy

It shall be the policy of Council to establish general standards relating to accessory structures and uses of properties to promote flexibility and enjoyment of property while minimizing potential impacts on adjoining properties.

Plan Action:

P-6 The *Development Bylaw* shall establish standards for each zone relating to the permitted number, size, and siting of accessory structures and uses, including exempting certain uses or structures from the requirement to seek a permit.

9.2.3. Excavation Pit Policy

It shall be the policy of Council to restrict new excavation pits in areas that may present land use conflicts.

Plan Actions:

P-7 New excavation pits will not be permitted where potential land use conflicts cannot be mitigated.

P-8 The *Development Bylaw* shall establish standards for excavation pits, including setbacks and buffering.

9.3. TRANSPORTATION POLICIES

9.3.1. Ribbon/Strip Development Policy

It shall be the policy of Council to promote the clustering of new lots and the creation of new subdivision roads to service new lots and minimize the number of accesses in the Residential (R1) and Agricultural (A1) zones in order to prevent strip development patterns and the fragmentation of agricultural uses.

Plan Action:

P-9 The Development Bylaw will prohibit the approval of new lots or developments and new accesses except where those developments and accesses comply with the standards for access under the provincial Roads Act Highway Access Regulations.

P-10 The *Development Bylaw* will permit and regulate the limited subdivision and development of "panhandle" lots and will, where appropriate, permit the use of a safe and shared access or encourage the development of new public roads.

9.3.2. Minimum Road Standards Policy

It shall be the policy of Council to require that all new subdivisions and developments involving the creation of new roads meet the provincial requirements for new public roads and that new roads be owned and maintained by the Province. It shall further be the policy of Council to require the safety requirements of collector highways to be considered in the review of applications to subdivide.

Plan Action:

P-11 The Development Bylaw will not permit the development of new private roads except within manufactured housing parks or PURD developments featuring multiple main buildings on a single parcel.

P-12 The Development Bylaw will limit the subdivision of new parcels or the approval of development permits along existing private roads or rights-of-way.

P-13 The Development Bylaw will establish frontage requirements along the collector highways in the municipality sufficient to protect the safety of the travelling public.

9.3.3. Active Transportation

It shall be the policy of Council to promote the long-term connectivity of open space networks as land is developed or other opportunities present for active transportation (primarily human-powered modes of transportation) uses, including walking, cycling, and the use of human-powered or hybrid mobility aids.

Plan Action(s):

P-14 The *Development Bylaw* will permit the use of parkland dedication land where lands are being subdivided to create trail networks linking the various communities within the municipality.

P-15 The *Development Bylaw* will prioritize the creation of connection points to the existing active transportation infrastructure, such as the Confederation Trail.

10. ENVIRONMENTAL POLICIES AND ACTIONS

10.1. WATER & WASTEWATER POLICIES

10.1.1. On-site Wastewater and Water Services Policy

It shall be the policy of Council to require that all new unserviced subdivisions and developments meet the provincial requirements for the installation of on-site wastewater treatment and wells.

Plan Action:

E-1 The Development Bylaw will require provincial approval for on-site wastewater and water services prior to subdivision approval or a development permit being issued.

E-2 Council will encourage all property owners to perform regular maintenance on their on-site systems.

E-3 The Development Bylaw will require that on-site systems are removed, or that proper abandonment techniques are utilized, when a permit is issued for the demolition or relocation of a serviced structure.

10.2. SURFACE AND GROUNDWATER PROTECTION

10.2.1. Point Sources of Pollution Policy

It shall be the policy of Council to work with the provincial government to identify and control potential point sources of pollution in groundwater and surface water.

Plan Action:

E-4 Council will work with the provincial government to help identify potential point sources of pollution, including underground and above-ground petroleum storage tanks, pesticide and fertilizer storage sites, other chemical storage locations, manure storage sites, etc.

10.2.2. Wetland and Watercourse Policy

It shall be the policy of Council to support the protection of the buffer zones adjacent to watercourses and wetlands in the Rural Municipality.

Plan Action:

E-5 Council will work with the provincial government to ensure that buffer zones adjacent to watercourses and wetlands are appropriately protected and managed.

E-6 The *Development Bylaw* will require applicants to submit confirmation that any necessary provincial permits or approvals have been obtained before any decision is made on an application for a subdivision or a development permit related to properties with, or nearby, a wetland or watercourse.

E-7 The *Development Bylaw* will establish standards for subdivisions adjacent to a watercourse or wetland to ensure that lots are of a sufficient size to accommodate development while maintaining required separation or setback distances from the watercourse or wetland, which shall be at least as stringent as those required in applicable provincial regulations.

E-8 The Development Bylaw will establish setback standards for developments adjacent to a watercourse or wetland to ensure that the development and use of properties does not infringe on the watercourse and wetland buffers.

E-9 The Development Bylaw will require verification of an approved Watercourse, Wetland and Buffer Zone Activity Permit from the provincial government, prior to reviewing an application for development to undertake any alteration or development within the Environmental Buffer

E-10 Council will work with local watershed groups to develop a program and policy promoting the expansion of buffers for 3rd and 4th order watercourses.

E-11 Council will work with local watershed groups to explore the longer-term development of a program promoting the expansion of the buffer for 1st and 2nd order watercourses where appropriate.

10.2.3. Environmental Reserve Overlay Designation

It shall be the policy of Council to identify and designate environmentally vulnerable or sensitive areas in the Rural Municipality, including those areas that affect surface water and groundwater, for environmental protection.

Plan Action(s):

E-12 Properties and/or portions of properties having wetlands and watercourses will be designated with the Environmental Reserve overlay.

E-13 The properties and/or portions of properties that are located within the zone of influence for the City of Charlottetown's well field site will be designated with the Environmental Reserve overlay.

E-14 Coastal areas at risk of coastal erosion or flooding due to storm surge and projected sea level rise will be identified and represented on the Future Land Use Map.

10.2.4. Environmental Reserve Overlay Zone

It shall be the policy of Council to create an overlay zone for land designated for environmental protection.

Plan Action:

E-15 The Development Bylaw will establish an Environmental Reserve Overlay (O2) Zone, which shall be applied on areas designated as an environmental reserve as an overlay over the primary zone for those areas.

E-16 The Environmental Reserve Overlay (O2) Zone shall establish additional requirements for the use and development of lands so zoned.

E-17 All properties or portions of properties having a wetland, watercourse or buffer zone will be designated with the Environment Reserve Zone (Overlay), and applications for subdivision and development permits on these properties will be referred to the provincial department responsible for the *Environmental Protection Act.*

10.2.5. Wellfield Protection Policy

It shall be the policy of Council to support the protection of the Charlottetown well field located in the Rural Municipality.

Plan Action:

E-18 The Development Bylaw will designate all properties or portions of properties within the zone of influence of the City of Charlottetown's well field site with the Environment Reserve Zone (Overlay).

E-19 The Development Bylaw will require notification to the City of Charlottetown for all applications to develop or subdivide properties in the zone of influence and will establish a requirement, for additional consultation, where appropriate, to ensure that necessary measures are taken to protect the Charlottetown Well Field from potential direct, indirect and long term impacts from the development of these properties.

10.3. SUSTAINABLE DEVELOPMENT/CONSTRUCTION POLICIES

10.3.1. Sustainable Practices Policy

It shall be the policy of Council to support new development that promotes sustainable practices, including the utilization of energy efficiency, renewable energy sources, groundwater protection, reduced water consumption, and storm water management for the purpose of groundwater recharge.

Plan Action:

E-20 Council will collaborate with the provincial government department responsible for the *Environmental Protection Act* and local watershed groups to monitor ground water usage. Land uses that utilize high volumes of fresh water may be referred to the province to be screened for the appropriateness of an environmental assessment for potential impacts on groundwater resources.

E-21 The Development Bylaw may establish criteria for reporting on energy efficiency or other sustainable practices in the development application process to facilitate the tracking and promoting of such practices.

10.3.2. Stormwater Management Policy

It shall be the policy of Council to establish requirements for stormwater management in order to protect the environment and minimize the impacts related to flooding.

Plan Action:

E-22 The *Development Bylaw* will require that applicants submit storm water management plans for certain developments, including subdivisions with 3 or more lots, developments involving new roads, and developments that have a higher hard-surface to permeable-surface ratio (i.e., lot coverage).

E-23 The *Development Bylaw* will establish requirements for the consideration of grading and drainage in the development approval process.

10.3.3. Waterfront Development Policy

It shall be the policy of Council to ensure that all subdivision or development of areas adjacent to watercourses and wetlands meet standards necessary to mitigate risks associated with coastal/riverine erosion and flooding due to current or future storm surges and projected sea level rise due to climate change, and that those standards be updated as new data and information is made available to the Municipality.

Plan Actions:

E-24 The Municipality will work in cooperation with the Province to develop best management practices to address coastal hazards and will make information on coastal/riverine risks available to the public.

E-25 The Development Bylaw will require a Coastal Erosion and Flood Risk Assessment prior to the review of a development or subdivision application on a lot adjacent to a wetland or watercourse, or within the flood risk area identified on the Future Land Use Map.

E-26 The Development Bylaw will establish minimum development standards in areas at risk of coastal or fluvial flooding or erosion to mitigate risks of coastal flooding due to storm surge and projected sea level rise.

E-27 The Development Bylaw will establish setbacks between new development and eroding shorelines to provide sufficient distance to ensure that the adverse effects of erosion or flooding do not endanger the development over its life.

E-28 The Municipality will continue to update the Future Land Use Map and Zoning Map by amendment, as new data and information is made available from the Province on the delineation of wetlands and watercourses, and changes to the location of the coastline, over time.

11. FUTURE LAND USE MAP POLICIES AND PLAN ACTIONS

11.1.1. Map Designations Policy

It shall be the policy of Council to depict the land use designations identified in this official plan on the Future Land Use Map.

11.1.2. Unmapped Designations Policy

It shall be the policy of Council to identify certain future uses on the Future Land Use Map but retain a different zoning designation reflecting the current use until such time as an application is received to amend the zoning in the Development Bylaw. It shall further be the policy of Council to consider timing, prematurity, and the effective delivery of services when considering such applications.

Plan Actions:

M-1 The Future Land Use Map shall designate 153 hectares as future residential but the Zoning Map shall retain the present zoning designation of Agricultural (A1) for 48 hectares to the north-east and south of Miles Boulter Dr until such time as an application is received to amend the zoning and where Council deems the timing is appropriate to change such zoning designation.

11.1.3. Environmental Reserve Overlay Mapping Policy

It shall be the policy of Council to apply the Environmental Reserve Overlay in addition to the underlying zone requirements where the overlay designation applies.

12. IMPLEMENTATION

12.1. ADMINISTRATION

Administration of the *Official Plan* shall be the primary responsibility of Council. Council may, however, seek the input of Planning Board on matters pertaining to the Plan. The primary implementation tool for this Plan is the *Development Bylaw*. Aspects of the Plan may also be implemented through other municipal bylaws and regulations, Council's operating policies and procedures, the municipal budget, and other actions by Council.

Council may also delegate aspects of the implementation of the *Development Bylaw* to a Development Officer appointed by Council, as specified in the Development Bylaw.

12.2. DEVELOPMENT BYLAW

Council shall cause to be prepared an updated *Zoning and Subdivision Control Bylaw* to be in conformance with the policies and provisions of the 2021 Official Plan and shall submit that bylaw concurrently with the 2021 Official Plan for approval by the Minister of Agriculture and Lands. The revised bylaw shall be called the *Rural Municipality of Miltonvale Park Zoning and Subdivision Control (Development) Bylaw (2021),* and may be referred to as the *Development Bylaw*

The *Development Bylaw* shall set out specific land use zones, permitted uses for each zone, standards and procedures for development and land use, and standards and procedures for the subdivision, consolidation, and development of land in the Rural Municipality.

12.3. APPROVAL OF DEVELOPMENT OR CHANGE OF USE

The *Development Bylaw* shall require any person undertaking any development, including the change of use of land or premises, or subdivision/consolidation of land to apply for a permit or approval using a standard application procedure. Exceptions shall be noted in the *Development Bylaw*. Council may attach such conditions to any permit in order to ensure conformance with the *Official Plan* and the *Development Bylaw*.

The Development Bylaw may also enable the Development Officer to require any additional information necessary to verify the compliance of the proposed development with the Development Bylaw. Such additional

information may include, but is not limited to, construction plans, storm water management plans, and traffic studies.

The Development Bylaw shall establish the procedures to follow approval of developments. A permit will not be issued if the development does not comply with any provincial or federal laws in force, such as fire protection, health and safety, sewage disposal, and plumbing and electrical installations, or accessibility and receipt of a development permit does not excuse the developer from complying with any such enactments.

Council also shall collaborate with appropriate provincial departments during the permit or approval process.

12.4. DEVELOPMENT AGREEMENTS

Council may, at its discretion, require the developer of a development or a subdivision to enter into a Development Agreement or Subdivision Agreement. These agreements will contain all conditions related to the development permit or subdivision approval and shall be legally binding on both parties. The agreement will be registered against the property in accordance with the *Registry Act*, R.S.P.E.I. 1988, c. R-11.

12.5. VARIANCES

Council may grant a variance to the provisions of the *Development Bylaw* where strict compliance would represent an undue hardship to the developer and where the general intent of the *Official Plan* is upheld. The Development Bylaw will establish the situations in which the variance may be granted and the procedures that will be followed in considering the request.

12.6. REVIEW

Council shall, on a regular basis, review its activities in terms of successful implementation of the *Official Plan*. Periodic reviews of the *Official Plan* will take place as required by the *Planning Act.*

12.7. AMENDMENTS

The *Official Plan* and *Development Bylaw* may be amended as circumstances require or in response to requests from the public, provided that all provisions of the *Planning Act* are met. The Development Bylaw shall establish procedures and criteria for the consideration of requests for amendments, including consistency with the intent and policies of this Official Plan and any municipal or provincial program, bylaws or regulations in effect in the municipality, as well as prematurity and appropriateness.

12.8. APPEAL PROCEDURE

Any person who is dissatisfied with certain decisions of Council in the administration of the *Development Bylaw* may appeal to the Island Regulatory and Appeals Commission in accordance with the *Planning Act*.

12.9. BUDGETING

While the *Development* Bylaw, as well as bylaws passed under the *Municipal Government Act,* are the primary tools for controlling and directing development activities in the municipality, the municipal financial plan and budgeting process is the key policy tool for establishing the annual priorities of Council. As such, the budget is a

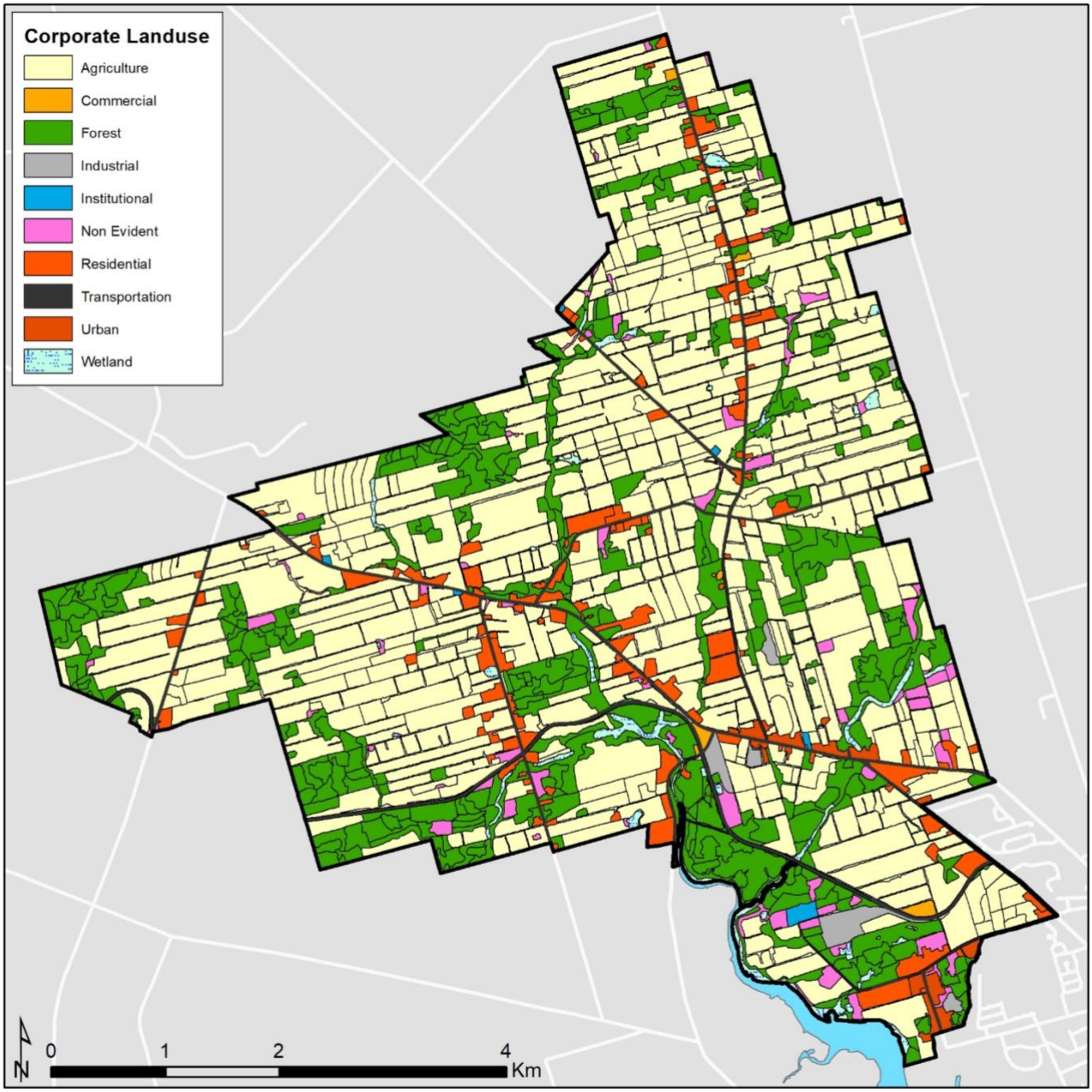
key implementation tool for many of the policies and plan actions laid out in the *Official Plan*. To the extent practicable, the financial plan should reflect the policies of the *Official Plan*.

12.10. BUDGET POLICIES

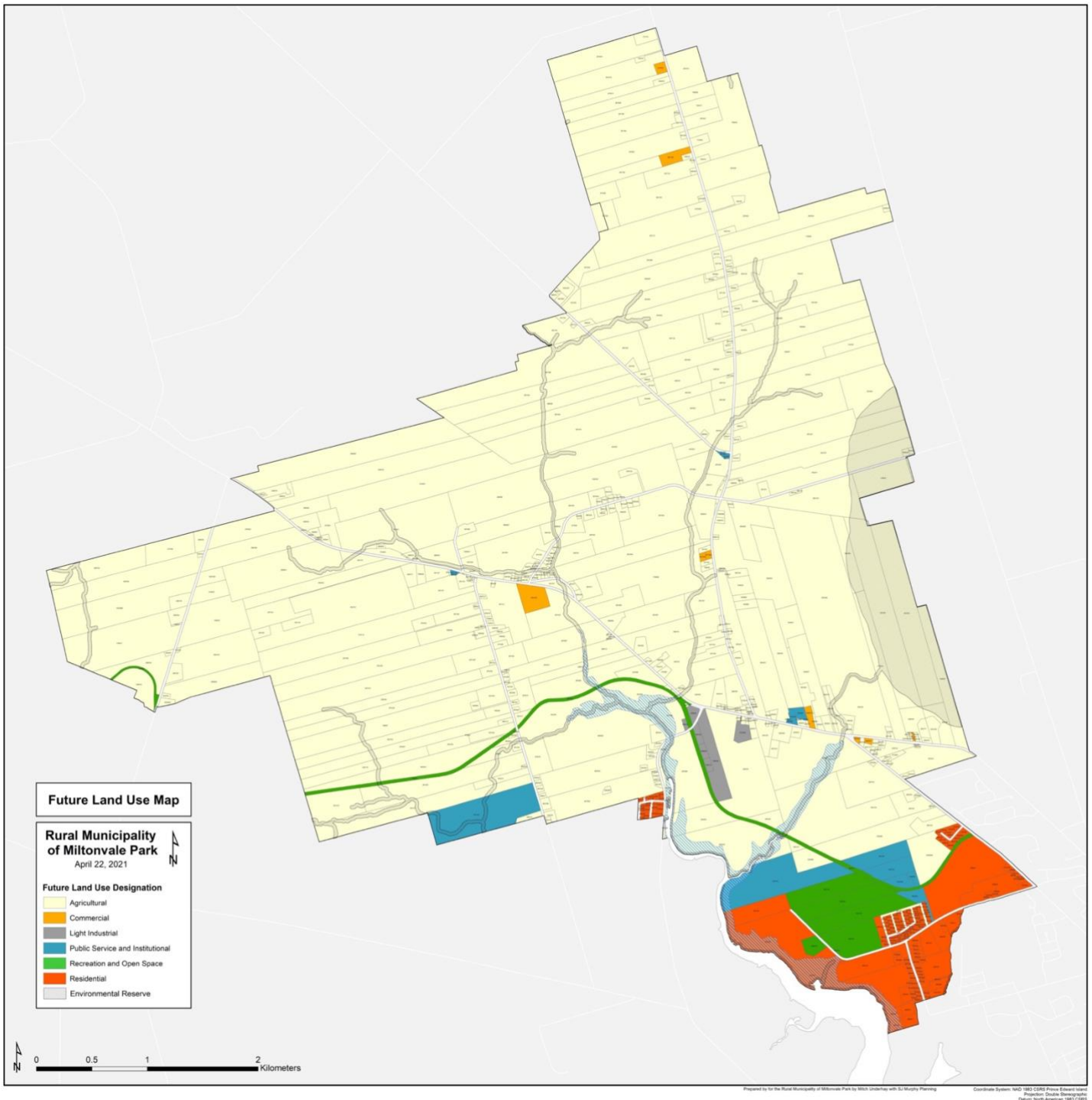
Council has established the following fiscal policies as a framework to guide decision-making on municipal revenues and expenditures:

- Council will consider the implications for stable and affordable property tax rates when making decisions regarding municipal services and infrastructure.
- Council will pursue all available options for cost-sharing and maximize financial assistance from other levels of government.
- Council will pursue a “user pay” approach for programs and services where appropriate.
- Council will not budget for an operating deficit in any year.
- Any incurred operating deficit will be addressed as part of the subsequent annual financial plan.
- Council will maintain lower staffing levels and contract out for specialized services until the needs and projected savings to the Rural Municipality warrant additional staffing.

SCHEDULE A: CORPORATE LAND USE INVENTORY MAP



SCHEDULE B: FUTURE LAND USE MAP



SCHEDULE C: ROAD CLASSIFICATIONS

Route Number	Classification	Roads Act Standards Applied
Rte 2 (Malpeque Road)	Arterial	Entranceway Permits, restrictions on uses
Rte 7 (Rustico Road)	Collector (sched B-1)	Entrances to be approved – sight distance
New Glasgow Rd (Rte 224) Loyalist Rd (Rte 256) Colville Rd (Rte 9) North York River Rd (Rte 248) Sleepy Hollow Rd (Rd 503) Royalty Rd (Rd 503) Lower Malpeque Rd (Rte 236)	Local Class 1	Entrances to be approved – sight distance
MacKenzie Rd / Crabbe Rd (Rte 256) Old Route 2 Rd (Rte 502) (portion seasonal)	Local Class 2	Entrances to be approved – sight distance
Tinney Rd (Rte 503)	Local Class 3	Entrances to be approved – sight distance
Heather Dr, Miller Dr Hiddenview Dr Osprey Dr	Residential / Subdivision	Entrances to be approved – sight distance
Miles Boulter Dr	unclassified	
Red Birch Ln Doirons Ln Dawn Dr / Amber Av Arnolds Ln Glengyle Ln	Private	Connection of private road to public road to be approved