

TOWN OF BORDEN-CARLETON

Official Plan



October 13, 2015

Prepared by:
**Town of Borden-Carleton
Council and
Derek A. French
Professional Services Inc.**

TOWN OF BORDEN-CARLETON OFFICIAL PLAN

Table of Contents	Page
1.0 INTRODUCTION	1
1.1 Preface	
1.2 The Need for an Official Plan	
1.3 Purpose of the Official Plan	2
1.4 What an Official Plan Can and Can Not Do	3
1.5 Legislative Requirements	
1.6 Plan Review Process	4
2.0 BACKGROUND	6
2.1 Town Setting	
2.2 Population Profile	7
Table 1. Population Comparisons	
Figure 1. Population by Age	8
2.3 Municipal Comparison	
Table 2. Municipality Comparisons	9
2.4 Building and Subdivision Permits	
Table 3. Building Permits	
2.5 Provincial Regulations and Policies	
2.5.1 Borden Region Special Planning Area Regulations	10
2.5.2 Fixed Link Development Corridor Policy	
2.5.3 Province Wide Minimum Development Standards	
3.0 ISSUES AND OPPORTUNITIES	11
3.1 Sewage Treatment	
3.2 Water Supply	
3.3 Roadways and Trans-Canada Highway	
3.4 Land Uses	12
Table 4. Land Use	
3.4.1 Residential	13
3.4.2 Commercial	
3.4.3 Industrial	14
3.4.4 Institutional	
3.4.5 Recreational and Open Space	15
3.4.6 Agricultural	16
3.5 Environmental Considerations	
3.6 Signage	17
3.7 Roles and Responsibilities: PEI #1 and PEI #3	18
3.8 SCI Lands	
4.0 PLANNING VISION AND GOALS	20

5.0	OBJECTIVES AND POLICIES	22
5.1	Agriculture Uses	
5.2	Residential Uses	24
5.3	Commercial Uses	25
5.4	Industrial Uses	27
5.5	Institutional Uses	28
5.6	Municipal Infrastructure Services	29
5.7	Environmental Considerations	31
5.8	Recreational Uses	33
5.9	Development Opportunities	35
5.10	Implementation	36

APPENDICES

1.	General Land Use Plan	38
2.	Present Land Use Map	40

TOWN OF BORDEN-CARLETON 2015 OFFICIAL PLAN

1. INTRODUCTION

1.1 Preface

This Official Plan (OP) is a plan which provides for the future land use in the Town of Borden-Carleton. Throughout this document, references to Borden-Carleton in goals, objectives and policy sections refer to the Town of Borden-Carleton Council.

The OP covers the geographical area within the municipal boundaries of the Town of Borden-Carleton except for those lands designated by the Province of Prince Edward Island and under the exclusive jurisdiction of the Province (PEI #1 and PEI #3). PEI #1 is considered the Gateway Village area and PEI #3 is considered the Industrial Park area.

Borden-Carleton, located in the southeast of Prince County and bordering the Northumberland Strait at its narrowest point, is the principal “Gateway” to and from New Brunswick as it is at the foot of the Confederation Bridge. As a result, Borden-Carleton is the first community that the majority of visitors to Prince Edward Island encounter and has developed as a tourist gateway.

Howatt Street, Borden Avenue, Main Street, and Carleton Street are characterized by residential neighbourhoods, neighbourhood and tourist-oriented commercial development, institutional and light industrial uses. The Town's waterfront is a mixture of former industrial lands, left over from the building of the Confederation Bridge and now ripe for redevelopment, coastal vistas, residential developments and resource-based uses. The rural periphery contains residential, tourist commercial and agricultural uses. Running through the Town is the Trans-Canada Highway with ribbon development consisting of residential, highway commercial, and tourism commercial uses.

While the OP addresses only those matters which arise within Borden-Carleton's legal boundaries, consideration is given to what is occurring in adjacent municipalities and the Province as a whole.

1.2 The Need for an Official Plan

Most residents of Borden-Carleton live here because of their preference for the area, their family connection with the community, and because they like the setting or lifestyle or some other feature. Their attachment to the Town is demonstrated in their length of

residency, in many cases stemming several generations, and their commitment to the Town in the face of adversity.

Like residents of other areas, the residents place a value on their community. Naturally they are concerned about its future, and they may ask questions such as: will there be an apartment building on the vacant land down the street, can we keep our school, will there be enough playgrounds and recreational areas, will the newly paved roads become speedways, among others?

The concerns raised by the residents also apply to other groups. Farmers worry about the urban and suburban influences and the viability of their farm in the face of ever increasing land use conflicts with non-resource dwellers. Business people wish to locate in the area or want to continue to expand their operations. Long time residents see changes such as industrial uses which while bringing employment opportunities may take away from the landscape to which they have become accustomed. Young families desire new subdivisions which provide more modern housing styles.

It is only natural that these questions and concerns are raised, for people are looking for stability and assurance that the lifestyle they have invested in will continue. All of the questions reflect the need to give those who have an interest in the Town an opportunity to have a say about its future, and to incorporate this vision into a document that has certainty, authority and commitment. This is really the focus of the OP, for it is intended to provide goals and policies for the Town, and establishes a strategy for future conditions.

1.3 Purpose of the Official Plan

The purpose of the OP is to guide the physical development of the Town while having regard to the relevant social, economic and environmental matters. In general, the OP will:

- provide a planning policy framework for decision making by the Council;
- serve as a guide for the public and business community regarding growth and development of the Town; and
- provide local context for the application of provincial planning policies.

More specifically, the OP will:

- guide future policy, land use and infrastructure investment decisions;
- strike a balance between economic, social, physical development and environmental considerations to ensure prosperity for present and future generations;
- confirm Borden-Carleton's desire to be a Town which offers outstanding economic and recreational opportunities; and

- provide a clear description of Borden-Carleton's preferred direction with respect to future development for the varied Town interests.

1.4 What an Official Plan Can and Can Not Do

An OP is a community's road map to the future, outlining what steps should be taken to make the Town a better place to live. The process of developing an OP provides an opportunity for citizens to define a future vision for their community. That vision is important; it is the foundation for a variety of Town policies and programs, including zoning and subdivision bylaws.

An OP must be flexible and adaptive to changes in a community over a 10 to 15 year time frame. This OP is not a static document, and pursuant to the *Planning Act*, will be reviewed at intervals of not more than five years to ensure that the policies are relevant and appropriate in light of changing conditions.

The main objective of an OP is to provide a degree of certainty to the public and Council regarding the form and character of Borden-Carleton. The OP can encourage Council to take action but it cannot force action. It does not commit Council to specific expenditures, but all bylaws adopted and works undertaken in the Town must be consistent with the Plan.

The *Planning Act* provides that in the event of a conflict or inconsistency between the OP and the bylaws made to implement the OP, the OP prevails.

1.5 Legislative Requirements

The *Planning Act* requires an official plan to include:

- economic, physical, social and environmental objectives;
- policy statements for future land use, management and development, within a period not exceeding fifteen years; and
- proposals for implementation, administration and periodic review.

Council is required to give an opportunity to residents and other interested persons to make representation before recommending the adoption of an official plan, or a review of an official plan.

Under the *Planning Act*, government may make regulations with respect to special planning areas. A special planning area is selected when an area is of high significance to the Province as a whole, and where unplanned development could have unfortunate results. Because the potential for land use conflicts in the Borden-Carleton area was high at the time of the development of the Confederation Bridge, government established the Borden Region Special Planning Area, including the "Fixed Link

Development Corridor”, from the Confederation Bridge to the Albany interchange. At the time, government wished to ensure that arriving visitors were offered a positive and accurate image of the Island’s landscape and beauty and that the initial perception experienced by travelers showed the Island at its best. This remains an important goal of Council. Regulations are in effect under the *Planning Act* for the Borden Region Special Planning Area, governing land use and development of:

- resource land based activities;
- residential development;
- tourism;
- natural environment protection;
- the accommodation and integration of the construction and operation of the Confederation Bridge within the existing settlement patterns;
- the management of highway traffic in and through the area; and
- the identification of development opportunities.

Borden-Carleton recognizes a legitimate provincial interest in the management of development at the main entrance to the province, and recognizes the need to cooperate with the provincial government.

1.6 Plan Review Process

In 2014, the Council of Borden-Carleton authorized a review of the 2006 Official Plan. The OP review process was coordinated by the Planning Committee under the direction of Council. The Planning Committee consisted of three members of Council.

The OP Review Process consisted of four phases:

- background study and interviews with key stakeholders;
- Council consultation;
- public consultation (two open houses and two public meetings) documentation preparation; and
- Council consideration and adoption.

A review of the 2006 Official Plan was completed in 2014/2015 to prepare a new Official Plan and Development Bylaw for the Town of Borden-Carleton to replace the current Official Plan and Development Bylaw.

The residents of Borden-Carleton were provided with several opportunities to participate in the OP Review Process. Some stake holders were contacted and face to face meetings were arranged. They were invited to share their ideas on a range of land use issues and service issues facing the Town. On February 7, 2015, the Town placed an ad in the Journal Pioneer newspaper and in the Gateway Glances newsletter, inviting residents to attend an Open House, Feb 19, 2015, to review land use and future planning maps for the community, and to review key issues reviewed by the Planning

Board during the OP Review Process. Also in April 2015, the Town placed an ad in the Journal Pioneer newspaper and in the Gateway Glances newsletter, inviting residents to attend an Open House, April 16, 2015. A flyer was posted at key locations throughout the Town including: Post Office; Ceritti's; Howatt's Shell; and the Arena, inviting interested parties to the Open House as well. During the review process, Council felt it was important to have a public meeting on mini homes. On June 16, 2015, approximately thirty five residents attended the meeting and expressed their concerns. This approach of consulting with the stakeholders and the Open House discussions formed the public consultation component of the OP Review Process in advance of the legislated requirement for Council to hold a public meeting to adopt the OP.

As the final step in the OP Review Process, Council held a public meeting as required by the *Planning Act*, to execute readings and resolutions as part of the formal adoption process.

2.0 BACKGROUND

2.1 Town Setting

The Town of Borden-Carleton was created as a result of the April 12, 1995 amalgamation of the Town of Borden and the Community of Carleton Siding. The Town covers a land area of 13.16 square km (3,250 acres +/-) and had a population of 750 according to the 2011 Census of Canada.

In the 1820's, when the first Scottish settlers came, the Town of Borden and surrounding area was known as Carleton Point. The community's role as "Gateway" to the mainland was established in 1914 with Prince Edward Island's new year-round rail service, which brought about the construction of piers for a ferry to the mainland. The first icebreaker crossed the Northumberland Strait in 1917 and Port Borden was incorporated in 1919, named for the Canadian Prime Minister of the day, Sir Robert Borden. The town was built around the ferry service, which provided employment to residents. The construction and subsequent opening, in 1997, of the Confederation Bridge linking Prince Edward Island with the mainland, marked the beginning of a new era for Borden-Carleton.

The area has long been associated with links to the mainland. Promised to the Island as a term of Confederation in 1873, an all-weather steamship service was finally operating regularly by the end of World War I, making "continuous communications a reality".

The importance of transportation in the history of Carleton is more strongly related to the railway. The first rail line was built through the area in 1884 and water tanks were located in Carleton. In 1913, work began on a spur to Carleton Point from the soon to be abandoned Cape Traverse line and before long a siding was established at Carleton. The first buildings at the siding were potato warehouses illustrating the other main factor in the community's development, agriculture. The potato industry was a significant economic driver in the community's growth with as much as 10 per cent of the province's production being shipped from the Siding.

In 1993, the Government of Canada, Province of New Brunswick, Province of Prince Edward Island and Strait Crossing Development Inc. signed a development agreement to construct the longest multi-span bridge in the world, linking Canada's smallest province with the mainland. In spite of the tremendous economic benefits associated with the \$1 billion project, Marine Atlantic workers lost their jobs with the closure of the ferry service and fear was expressed that the Island's unique culture and way of life were at risk. A federal/provincial initiative was mounted to address the adverse economic, social and human consequences associated with the ferry service closure. The centre piece of the economic recovery strategy was to re-invent the Town of Borden-Carleton as a tourism destination through the development of Gateway Village. On May 31, 1997 the Confederation Bridge was commissioned and Gateway Village and its anchor attraction, the interpretive centre, was inaugurated.

Borden-Carleton is located in the southeast of Prince County and borders the Northumberland Strait at its narrowest point. The Town is part of the federal electoral riding of Malpeque and provincial electoral district 19, Borden-Kinkora.

Borden-Carleton is the principal "Gateway" to and from the mainland (New Brunswick), as it is at the foot of the Confederation Bridge. Consequently, Borden-Carleton is often the first community that visitors to the Island encounter. The Town is also very well situated between the province's two cities, Summerside and Charlottetown.

Borden-Carleton is located approximately 56 km from the City of Charlottetown and 28 km from the City of Summerside. It is located 102 km from Moncton, New Brunswick.

The predominant natural features of the Town are its coastline, its large wetlands and the gently rolling topography. Soil quality is generally good and ground water is plentiful and of high quality. Some of the land is in forest cover with hard wood and mixed wood most common.

Since 1997, Borden-Carleton has transformed from a ferry town to a significant commercial and industrial destination. This transition is particularly impressive given the rapid growth of commercial and industrial enterprises following the opening of the Confederation Bridge.

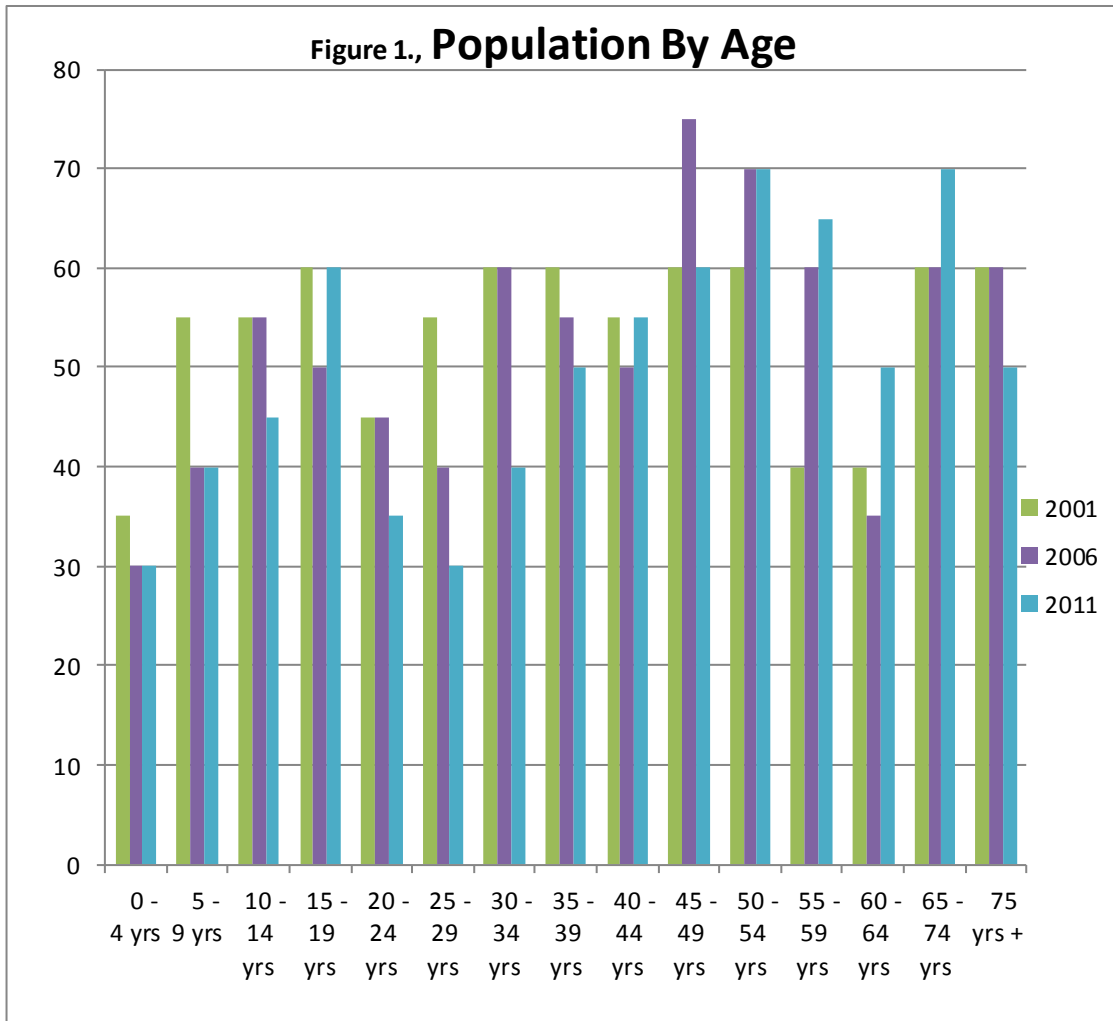
2.2 Population Profile

At the time of the 2011 Census of Canada, Borden-Carleton had a population of approximately 750, a decrease of 4.6% from the 2006 Census population of 786. Between 1981 and 2011, the community's population declined by 29% (from 1,056 in 1981 to 750 in 2011). Population decline in Borden-Carleton is comparable to current trends in other small rural communities in the province.

Table 1. Population Comparisons

Population Comparisons		
Characteristics	Borden-Carleton	Prince Edward Island
Population in 2011	750	140,204
Population in 2006	786	135,851
2006-2011 population change	-4.6%	3.5%
Total private dwelling 2011	376	66,943
Population density per sq. km. 2011	57	24.7
Land Area (sq.km.)	13.16	5,685.73

Source: 2011 Census of Canada, Statistics Canada



At the time of the 2011 Census, the largest portion of the population was aged 45 to 59, representing approximately 27% of the population. (See Figure 1, Population by Age). A noticeable amount of the population is between the age of 10 and 19, accounting for 14%. The remaining population of Borden-Carleton was evenly distributed among the other age groups.

Prince Edward Island as a whole has the highest provincial density of 23.8 persons per square kilometer. Borden-Carleton, while considered a rural Town had a population density of 60.6.

2.3 Municipal Comparison

Borden-Carleton is one of 61 Communities, ten towns and two cities identified as incorporated municipalities under the *Municipalities Act*, the *Charlottetown Area Municipalities Act* and the *City of Summerside Act*. The following table compares Borden-Carleton with two communities and five towns in terms of population, municipal tax base, municipal tax base per capita and non-commercial tax rate.

Table 2. Municipality Comparisons

Municipality	Population (2011)	Municipal Tax Base (2013)	Municipal Tax Base Per Capita	Non-Commercial Tax Rate
Borden-Carleton (T)	750	\$ 50,686,366	\$ 67,581	\$ 0.47
Kinkora (C)	339	\$ 15,716,527	\$ 46,361	\$ 0.55
Miscouche (C)	869	\$ 43,693,129	\$ 50,279	\$ 0.45
O'Leary (T)	812	\$ 34,819,062	\$ 42,827	\$ 0.81
North Rustico (T)	583	\$ 43,843,050	\$ 75,202	\$ 0.55
Kensington (T)	1,496	\$ 79,522,565	\$ 53,156	\$ 0.55
Souris (T)	1,173	\$ 55,749,497	\$ 47,527	\$ 0.70
Montague (T)	1,895	\$ 88,381,300	\$ 46,639	\$ 0.72

(T) = Town; (C) = Community

2.4 Building and Subdivision Permits

Over the last seven years, Borden-Carleton issued a total of 5 building permits for single family dwellings. During the same duration, no multi-unit dwelling were approved. This indicates little or no residential development within the Town.

Table 3. Building Permits

Year	SFD	TFD	MFD	Total
2008	0	0	0	0
2009	1	0	0	1
2010	1	0	0	1
2011	1	0	0	1
2012	2	0	0	2
2013	0	0	0	0
2014	0	0	0	0
TOTAL	5	0	0	5

SFD = Single family dwelling

TFD = Two family dwelling

MFD = Multi-family dwelling

This may be the result of among other factors, a lack of housing options within the Town and an unsettled economy.

2.5 Provincial Regulations and Policies

Official plans and development bylaws must be consistent with Regulations and Policies pursuant to the *Planning Act* such as the Borden Region Special Planning Area Regulations, and the *Planning Act* Province-Wide Minimum Development Standards Regulations.

2.5.1 Borden Region Special Planning Area Regulations

On September 7, 1996 the Province of Prince Edward Island designated a portion of land within the Town as the Borden Region Special Planning Area pursuant to section 8.1 of the *Planning Act*. Due to the magnitude of the Confederation Bridge and what was considered a resulting ease of future access to the Island, it was anticipated that the area immediately surrounding Borden-Carleton could see increased demands for seasonal and year-round residential development, as well as increased levels of commercial and industrial development. It was felt that these potential increased levels of development could have a significant impact on the region's population levels, existing land use patterns, natural environment, servicing requirements, property values and scenic quality, and that this area warranted special consideration respecting future land use and development.

2.5.2 Fixed Link Development Corridor Policy

On August 29, 1996 the Fixed Link Development Corridor Policy was adopted by the Province of Prince Edward Island to address matters related to development within the Fixed Link Development Corridor, as part of the Borden Region Special Planning Area.

The general intent of this policy was to ensure that future development within the Corridor are consistent with the Province's "First Impressions Concept" by ensuring that a diversity of Island landscapes, both natural and built; that urban development only takes place within the Town of Borden-Carleton and that rural development is permitted to occur in the unincorporated portion of the Corridor; an overall harmonious pattern, scale and design of sustainable development is promoted; and future development of the "PEI #1" and "PEI #3" sites are consistent with the Province's General Land Use Policy.

2.5.3 Province Wide Minimum Development Standards

Official Plan policies and development bylaws must be consistent with the provisions set out in the *Planning Act* Province Wide Minimum Development Standards Regulations which set out standards required for onsite servicing.

3.0 ISSUES AND OPPORTUNITIES

3.1 Sewage Treatment

The Town of Borden Carleton operates a sanitary sewer collection and treatment system using a secondary treatment lagoon beside the Noonan's Marsh. According to the 1997 Official Plan, "the lagoon has sufficient capacity to accommodate a doubling of the current population."

In approximately 2002, the lagoon was upgraded with two newly constructed cells and the addition of an UV treatment. In 2013 a storm sewer separation project, which removed most of the storm water from entering the sanitary treatment system, was completed.

3.2 Water Supply

The water supply for the Town, like all of P.E.I., is completely dependent on groundwater. In 1998, the Town underwent an expansion to its water system. Improvements to the system included: a new well supply near the Seven Mile Bay Road overpass, and a distribution system in the Carleton area and new transmission capacity. In 2002, Borden-Carleton began construction of a new well and water system building through funding assistance from the Canada-Prince Edward Island Infrastructure Program, cost-shared by the Governments of Canada and Prince Edward Island. The new well and pump building included controls and standby disinfection equipment to ensure a supply of clean and safe drinking water for the Town. The upgrades provided the necessary additional water flow to assist the local fire department in responding to fire and other emergency situations. The water tower has been operational since 2004, making 2,000 gallons per minute available.

3.3 Roadways and Trans-Canada Highway

Borden-Carleton serves as the "gateway" to the Island. As such, the most notable characteristic of the Town is its role in the provincial transportation system. As the connecting point to and from the provincial highway network, the Trans-Canada Highway through the Town and the rest of the road network must be effectively managed to ensure functional and efficient transport to serve the needs of visitors and local users.

In addition to the main arterials, the Town road system includes roads of a lower standard that are intended to provide access to adjacent properties.

The Trans-Canada Highway (Route #1) is the backbone of the Provincial highway system. It provides connections between the main centres in the Province and is designed to ensure the safe and efficient movement of goods and people. Total traffic

data for the Confederation Bridge for 2013 is 7,198 vehicles average daily traffic during the summer and 2,802 vehicles average during the winter. Of these totals 1,088 vehicles, 15%, visit Gateway Village in the summer and 187, 7%, visit Gateway Village in the winter. The TCH is considered to be an arterial roadway and as such through-traffic takes precedence over the local movement of vehicles. The TCH is designed to accommodate higher traffic volumes and larger trucks. Access to the TCH is limited and traffic movements are concentrated at intersections where they may be controlled through traffic signals and other devices. Traffic entering the TCH is generally expected to yield the right-of-way to that already in the system.

It is important that the development of lands adjacent to the TCH be controlled so as to limit access and avoid distractions that conflict with the necessary visibility and safety of fast moving vehicles.

The Town and the Province identified the first few kilometres of the TCH upon exiting the Confederation Bridge as key to the newcomers' impression of PEI (PEI#2), Trans-Canada Highway ("fixed link approach roadway").

3.4 Land Uses

On December 3, 2015, a land use survey was performed throughout the Town, see Appendix 2, Present Land Use Map. This map is very informative; depicting the number of vacant lots in the Town's core area, the number of vacant residential lots in the rural area, the amount of existing commercial, industrial, institutional, open space and agricultural area.

Table 4. Land Use

Land Use Category	Area (acres)	% of total
Agricultural/Vacant Land	2080.44	63.96
Residential	426.53	13.11
Highway Commercial	77.57	2.38
Neighbourhood Commercial	1.25	0.04
Industrial	32.07	0.99
Institutional	28.01	0.86
Open Space	123.81	3.81
Provincial Control	146.68	4.51
Comprehensive Development	230.47	7.09
Roads	105.93	3.26
Total	3252.76	100

3.4.1 Residential

The former Borden town site is characterized by many older homes on relatively small lots. These homes are predominately single detached dwellings. Some newer single detached homes are distributed throughout this area as well as multi-dwellings.

The housing stock in Borden-Carleton is currently limited in scale and variety. The predominant housing is single detached most of which is owner occupied. The Town also has a small number of duplex and multiple unit housing and senior citizens housing developments.

The Town is in need of land for new residential development in order to attract new residents associated with the established industries, as well as to encourage residents to remain in the community. Opportunities for infilling are limited; however, more will be created as infrastructure is extended in the Carleton area. The eastern fringe of the Borden town site and areas off Dickie Road continue to best accommodate this need.

The use of seasonal housing stock as summer residences continues but needs to be monitored for proper on-site sewer and water services, which could create or add to negative impacts on the natural environment.

Farm homes are a distinct type of housing in which their location is generally tied to the land being farmed. Second residences are sometimes necessary for family members or other farm labour.

Other uses can coexist with residential uses and provide services to residential areas. These uses, such as recreational and institutional facilities, are acceptable in residential areas if they are of an appropriate scale and are designed and maintained so as to lower the negative impact on adjacent property.

3.4.2 Commercial

The seasonal commercial core of Borden-Carleton is Gateway Village, with some localized neighbourhood commercial activity scattered throughout the Town.

The Town will need to consider the location of future commercial land uses. Opportunities for commercial development have and will continue to unfold in the vicinity of the former SCI lands. Now that the Province's interests have been met with respect to the development of Gateway Village, there are future opportunities for Borden-Carleton to have more control over future land uses within Gateway Village and permit fees associated with renovations/additions.

Concentrating neighbourhood commercial businesses provides convenient access for the community and reduces the negative aspects of intrusion into residential areas. Standards for neighbourhood commercial development will affect the expansion of

existing businesses and the occasional new business. Parking standards are based on short stays and relatively low traffic volumes sustained for twelve months of the year. Some buffering from adjacent residential areas is required but to some extent the neighbourhood businesses are integrated into the Town and have relatively low intrusion into the residential area. Landscaping compatible with surrounding neighbourhoods will be required of new development and existing business operators will be encouraged to improve the appearance of their properties. Commercial signs and lighting in residential neighbourhoods should be controlled to minimize negative effects on residential property in the vicinity.

3.4.3 Industrial

The Borden-Carleton Business Park is owned and managed by Central Development Corporation, a community based development corporation. The Borden-Carleton Business Park is a light/medium business park strategically located immediately adjacent to the Confederation Bridge. The Borden-Carleton Business Park is located to the east of the Confederation Bridge and north of the TCH, northwest of the Dickie Road and Haul Road Intersection. Industrial Drive runs north and south through the park. The east boundary of the park abuts agricultural land, which is in production. The west boundary is treed which acts as a buffer between the park and the land owned by the federal government. The northerly portion of the park is low, wet land. The south boundary is treed and runs parallel with the Haul Road. Approximately 50% of the park is cleared land, about 25% is developed land and the balance is treed.

The park houses the 50,000 square foot Borden-Carleton Industrial Mall manufacturing service centre, the 10,000 square foot MacDougall Steel Office, the 35,000 square foot Transcontinental Media building and the 23,000 square foot MacDougall Steel Fabrication and Training building. New trucking and warehousing facilities are also available within the business park.

The park is approximately 62 acres of which 33 acres are fully serviced. It is serviced with both three phase power and fibre connection. Water is supplied to the Business Park through a 6" diameter distribution system operating at approximately 70 Psi. The collection system at the park consists of an 8" sanitary sewer main which flows to a pumping station with a 6" force main outlet. The current capacity of the system is 375 gallons per minute, and sewer flow for the park is less than 10 gallon per minute.

3.4.4 Institutional

The term "institutional uses" includes community facilities such as schools, churches, daycares, government uses, health care and special care facilities, cultural facilities; and also includes public utilities. Institutional facilities provide vital community services and it is important that their location provides a convenience to Borden-Carleton residents. In addition to meeting community service needs and improved quality of life,

institutional facilities contribute economic benefits to the Town by providing employment, attracting other types of development and generally increasing commercial sector activity.

There are several types of institutional uses which provide a range of services to the Town and require varying levels of land use control. While institutional uses are generally desirable uses and should be permitted in a wide range of locations, standards shall be established in the Development Bylaw to reduce any potential adverse impacts, particularly in residential areas.

3.4.5 Recreational and Open Space

The Town of Borden Carleton has a history of recreational planning and management. The Town offers a range of recreational services including a municipal park, passive and active recreation open spaces and various recreation programs. Less than 4% of the land area in Borden-Carleton is being used for recreation and open spaces purposes. The Town intends to maintain the high quality of recreational services it provides by maximizing the use of existing recreational and community facilities and by involving community groups and organizations in establishing new facilities, recreation program delivery and facility maintenance.

In addition to publicly owned recreational lands and facilities, private recreational uses are also a consideration. The Planning Act requires that a municipality acquire or provide compensation for privately owned lands zoned for park or open space purposes.

Recreation and open space uses, whether public or private, are compatible with, and contribute to, the diversity of the commercial area and, as such are permitted anywhere in this designation. The Town considers future park development an economic development opportunity. The Town envisions park and trail facilities as a four- season tourist and community recreation attraction serving local and regional markets.

The Town can acquire additional open space lands through donations, purchase and dedications received through the subdivision process. In assessing the suitability of parcels of land for recreational use, the Town through its Recreation Committee, must consider the usability of the land in terms of size, location, physical characteristics and current demand. The Town recognizes that there is a need for a balance of passive and active recreational opportunities and an adequate distribution of open space lands in all residential areas of the Town.

In balancing recreational need and desires, Borden-Carleton as a corporation needs to consider the financial and liability costs associated with acquiring and maintaining recreational lands and facilities.

3.4.6 Agricultural

Agriculture remains a major land use activity in Borden-Carleton. Located in the Island's prime potato growing area, the Town is also home to several livestock operations. Two major agricultural facilities are located on the outskirts of the Town, a major food processing facility (former McCain's) and a beef processing facility (Atlantic Beef Products). Other business activity such as the Master Packaging boxboard plant, relate directly to the agricultural industry.

The Town has addressed the need to protect high quality farmland by concentrating development activity around the old Borden town site and in the area between the TCH and the original Fixed Link approach road (Highway 10 "Causeway Rd.") and Lowther property, south of the Trans-Canada Highway and west of Highway 10.

Intensive agricultural activities such as livestock breeding, feedlots and market gardening are characterized by smells, sounds and airborne drift that may be incompatible with uses such as residential, seasonal and tourism-related activities. Policies will be needed to address competing land uses and potential land use conflicts between residential and commercial land uses and agricultural, especially intensive land uses. Consideration will need to be given to the expansion and intensification of existing intensive agricultural operations as well as the location of new intensive uses.

3.5 Environmental Considerations

The shoreline in Borden-Carleton offers industrial opportunities, is a major recreational asset and provides identity and a sense of place. Much of the community's history is tied to the Northumberland Strait.

The Town of Borden-Carleton lies within two watersheds. The part of the Town lying between the Seven Mile Bay Road (Highway #7) and the coastline drains directly to the Northumberland Strait. The remainder of the Town drains into the Cape Traverse River, which opens into the Strait and is the only significant watercourse found within the boundaries of Borden-Carleton.

Watercourses play a significant role in draining the countryside and as habitat for small mammals, birds and some fish. Excessive runoff into the streams is a critical issue. To ensure that the drainage system functions satisfactorily and habitat maintained, it is important to avoid excessive runoff into the streams. This may be done by maintaining vegetative buffers along stream banks and avoiding disruptive development activity nearby.

There are two main wetland areas found within the Town. Noonan's Marsh is a rich salt and fresh water marsh with an abundance of waterfowl and protected nesting areas. It has been the site of substantial waterfowl habitat improvement work. The marsh is readily accessible and offers potential for nature interpretation through connection to

the Island-wide Confederation Trail system. Its location immediately adjacent to the bridge approach makes it highly visible and the marsh contributes significantly to the first impressions of Island visitors. Noonan's Marsh is the receiving water body for the Town sewage lagoon.

Adjacent to Noonan's Marsh across the original bridge approach road an extension to Noonan's Marsh, sometimes referred to as "Rollie's Marsh" has been constructed to replace wetlands lost in the development of the Confederation Bridge. This area is Intended specifically as waterfowl habitat and should be protected in the development plans for PEI # 3.

The second major wetland is the saltmarsh emptying into Amherst Cove and adjoining the SCI lands. This marsh extends inland to the TCH near the Dickie Road intersection and serves as a buffer between the SCI lands and the rest of the Town.

Several measures have been included to protect the integrity of the marshes including prohibitions on development, restrictions on adjacent land uses and limitations on surface water run-off.

3.6 Signage

Borden Carleton's geographic location as the "first impression" destination for visitors to PEI places significant importance on the appropriate design and usage of signage in the Town. Specifically, signage is a strong visible message of what type of community or what type of experience awaits a visitor or resident. The shape, size, colour, material, quality of construction, lighting and location of signs within a community will either attract or discourage potential customers.

A review of current signage and regulation in the Town in the context of experiences in other jurisdictions will assist with directing the Council as to what policies and regulations will best serve the Town of Borden- Carleton.

As Borden-Carleton is positioned at the central arrival and departure point for the entire Province, it has an opportunity to adopt signage policies and regulations that could set the tone for not only the Town, but signage in other parts of the Province.

According to Provincial Transportation figures, approximately 4,500 vehicles travel within Borden-Carleton on the TCH on an average day (Annual Average Daily Trip - AADT). This level of traffic coupled with the "first impressions" for the Province highlights the importance of appropriate signage.

Ultimately, the tone and direction for future signage policy and regulation rests with the Town's Council. The critical task is to balance the Town's visual identity and beautification efforts with the commercial needs of local businesses. The objective is to allow signs that satisfy Council, residents and the business community. Appropriate, attractive signage can enhance the Town's image while also serving as effective

signage for local businesses. Signage issues will be examined as part of the Development Bylaw review process.

3.7 Roles and Responsibilities: PEI #1 and PEI #3

The Provincial regulatory and administrative role in the Town of Borden-Carleton has been significant with the creation of the PEI #1 -Gateway Village and PEI #3- the Industrial Park. From the outset, the Province has taken complete control of the permit approvals and permit revenues associated with development within PEI #1 and PEI #3. The Town's role has been to provide comments on the proposed developments, but does not have the authority to approve or deny the specific applications.

Since the opening of the Confederation Bridge, PEI 1 - Gateway Village has reached near full build out capacity while PEI #3 -the Industrial Park has four significant tenants with ample acreage for additional industrial tenants. Council must consider if it is prepared to take over the administrative and regulatory responsibilities for the land use controls for PEI #1 and PEI #3. Preliminary discussions with Provincial officials have suggested that the Province's overall objective of ensuring an orderly development of PEI #1 and PEI #3 during the transition of the bridge opening needs to be addressed. Gateway Village is falling into disrepair and needs attention. The Province would like to consider the Town taking the development control responsibility for these lands. Council will have to consider if the additional revenues from permit fees would outweigh the burden of additional administration, including all signage requests that would now fall to the Town.

3.8 SCI Lands

The Town of Borden-Carleton made a presentation to the Provincial cabinet in the spring of 2004 outlining three primary issues of concern: Town development, infrastructure and the status of the SCI fabrication yard. The Council expressed concern that the former fabrication yard was now an "embarrassment" to the Town and requested the Province review the agreement between SCI and the Province that the site would be returned to its natural state following bridge construction. In approximately 2009 the Province took over ownership of the former fabrication yard along with the intrusive landscape. The Town now has to deal directly with the Province to try and reach an acceptable outcome for the site. A meeting was held with senior Provincial officials, including the Minister of Innovation and Advanced Learning and the Deputy Premier in September 2014 and discussions are ongoing.

The former SCI site has numerous redevelopment possibilities. The Town's 2004 presentation to the Province referenced a residential development with water frontage to attract permanent residents for the new industrial jobs recently created in Borden-Carleton. It would also appear industrial opportunities exist as the site has the

necessary infrastructure for a port side industrial operation. Planning Committee and Council will recommend a future direction on the site following the OP review process.

4.0 Planning Vision and Goals

In general, Borden-Carleton's **planning vision** can be described as:

Borden-Carleton will facilitate choices for residential living and beneficial economic development, including ways to promote the continued viability of agriculture, through the allocation of compatible land uses, the conservation of resources and the environment, and the effective provision of municipal services and infrastructure.

To give further definition to the **planning vision**, Borden-Carleton has identified several broad **goals** that highlight the desires of the Town and describe how Borden-Carleton wishes to see development occur over the next ten years. These planning **goals** are provided further definition in the **Objectives and Policies** contained in Section 6 of this OP (see also Appendix 1 - General Land Use Plan).

Economic

- Increase the economic base by accommodating in appropriate locations the expansion and diversification of beneficial industrial and commercial land uses.

Physical

- Minimize land use conflicts through the siting of development in an efficient and orderly manner which is properly integrated with existing development.
- Maintain existing and increase potential for new residential areas which are desirable and attractive for healthy, safe and enjoyable living.
- Maintain and improve municipal services and utilities to sustain existing development and facilitate future development.
- Maintain the significance of agriculture, by encouraging the enhancement of the viability of the agricultural industry through preservation of quality agricultural land.

Social

- Ensure a satisfactory quality of life by guiding the development of the built environment.
- Maintain a variety of Town activities and services to meet the diverse lifestyle needs of all residents.
- Provide all residents with an opportunity to participate in planning activities.

Environment

- Maintain and enhance environmental quality throughout the Town through responsible land use and activities.
- Protect important sensitive elements in the natural environment for future generations.

Implementation and Review

- Implement policies of the OP through the administrative tools such as the Development Bylaw.
- Monitor the effectiveness of the OP through periodic reviews, amending the OP as necessary.

5.0 Objectives and Policies

The broad planning **goals** articulated in the previous section together with the more defined objectives found in this section are based upon overcoming existing problems and steering future growth in the direction desired by Borden-Carleton.

An **objective** is a specific statement derived from the strategic goals, which operationally provides a realistic target for achieving Town goals. Objectives reflect the issues and concerns that are unique to Borden-Carleton. Objectives are presented at the beginning of each policy section to provide a frame of reference for the policy statements.

Policies more specifically define the objectives, and identify courses of action to achieve the objectives, and ultimately the broader planning goals.

The **objectives** and **policies** in this section provide the planning framework for Borden-Carleton and also serve several other purposes. First, the policies identify for the greater good, Council's intentions with respect to land use and related matters. The policies say, "When we encounter this situation we will act this way for these reasons". Secondly, they provide a consistent basis for decision making. The policies ensure that all individuals are treated fairly and that decision-makers are accountable to the larger community. Finally, policies establish a framework for the adoption of land use controls. Policies are then implemented by land use controls set out in the Development Bylaw.

Appendix 1 contains the General Land Use Plan which illustrates the overall planning concept for Borden-Carleton.

5.1 Agriculture Uses

Context

Borden-Carleton recognizes the significance of agriculture to the economy of the area, the fundamental importance of producing food for local, national and global consumers, and the continued desire for rural lifestyle choices.

Agriculture remains a major land use activity in Borden-Carleton, comprised of 2,080 acres, 64% of the Town's total area. Located in the Province's prime potato growing area, the Town is also home to several livestock operations. Two major agricultural facilities are located on the outskirts of the Town, as well as a major food processing facility (former McCain) and a beef processing facility (Atlantic Beef Products). Master Packaging box board plant, a related agri-business, is also located in the area.

Borden-Carleton has addressed the need to protect high quality farmland by concentrating development activity around the old Borden town site and in the area between the TCH and the original Fixed Link approach road (Highway 10, "Causeway

Road”), and the Lowther property, south of the Trans-Canada Highway and west of Highway 10.

Intensive agricultural activities such as livestock breeding, feedlots and market gardening are characterized by smells, sounds and airborne drift which may be incompatible with uses such as residential, seasonal and tourism-related activities. Consideration is needed to address competing land uses and potential land use conflicts between residential and commercial land uses and agricultural, especially intensive land uses.

Objectives

To protect quality agricultural land from the pressures of premature residential development.

To ensure that any new non-agricultural development does not conflict with existing, or the expansion of existing, agricultural uses in the agricultural area.

Policies

- .1 Borden-Carleton shall maintain the Agricultural Reserve Zone where farming is the predominant use and where soil quality and existing land use indicate an agricultural use is feasible, or where other uses are not anticipated.
- .2 Borden-Carleton shall encourage non-agricultural residential or commercial uses to locate away from quality agricultural land and existing intensive agricultural uses.
- .3 Borden-Carleton shall support the development of quality agricultural land where the applicant can demonstrate that no other options exist within the Town .
- .4 Borden-Carleton shall support the work of Agriculture Agri-Food Canada and the Province in promoting the safe use of pesticides and herbicides.
- .5 Borden-Carleton shall work with the Province by referring: (a) applications for intensive agricultural uses or to intensify existing agricultural uses to the pertinent department for direction on the use of separation distances and buffers between agricultural and non-agricultural uses; and (b) applications for non-farm residential or commercial uses near intensive agricultural uses to the department for comment on feasibility and possible land use conflicts.

5.2 Residential Uses

Context

With industries such as the Beef Processing Plant, MacDougall Steel, Master Packaging, Siliker's Glass and Transcontinental PEI, there may be an increase in demand for residential development within Borden-Carleton. Much of the existing residential stock is older, small and vernacular in style; in many cases, it does not meet the needs of today's families.

The Town is in need of land for new residential development to attract new residents as well as to encourage residents to remain in the Town. Opportunities for infilling exist on the eastern fringe of the old Borden town site as well as areas off the Dickie Road and will continue as infrastructure is extended into the Carleton area.

Other uses can coexist with residential uses which provide services to the residential neighbourhoods. These uses, home occupations, neighbourhood commercial and institutional uses, are acceptable in residential areas if they are of an appropriate scale and are designed and maintained so as to lower the negative impact on adjacent properties.

Objectives

To provide opportunities through zoning provisions for new residential subdivision development.

To encourage appropriate infilling in areas where municipal investment in infrastructure has taken place.

To ensure that in general, future residential development occurs in locations where appropriate municipal services are available or can be provided with funding available.

Policies

- .1 Borden-Carleton shall, where at all possible, make land available for residential use in areas designated on the General Land Use Plan to accommodate a variety of residential uses.
- .2 Borden-Carleton shall guide new residential development to areas with existing servicing infrastructure.
- .3 Borden-Carleton shall require that land proposed for residential use with on-site servicing contain soil suitable for long term use, the usage of which will not adversely affect ground water supplies.

- .4 Borden-Carleton shall allow for a range of residential types and densities in order to accommodate various community needs.
- .5 Borden-Carleton shall permit some residential uses within the Fixed Link Development Corridor of a low density nature; multi-units of more than four units and mini home courts shall not be supported.
- .6 Borden-Carleton shall encourage residential infill land use in all existing residential areas.
- .7 Borden-Carleton shall encourage residential land uses, such as mini homes located in mini home courts.
- .8 Borden-Carleton shall direct housing intended for senior citizens and nursing home facilities to areas where existing services and infrastructure are available or can be made available.
- .9 Borden-Carleton shall permit home occupations in designated zones and in single and two family dwellings, provided they are secondary to the use of the dwelling unit for residential purposes.
- .10 Borden-Carleton shall permit child care facilities in a residential designation, subject to standards related to size, external appearance, number of employees, parking, signage, and outdoor storage and display. Child care facilities are also subject to regulations established by the pertinent Provincial departments.

5.3 Commercial Uses

Context

The development of Gateway Village has brought minimal economic growth to the Town. Now that the Province's interests have been met with respect to the development of Gateway Village, there is future opportunity for Borden-Carleton to have more control over land uses within Gateway Village and assume the permit fees associated with renovations/additions.

Borden-Carleton desires that future commercial development occurs in an orderly manner and in appropriate locations. Highway commercial development must be high quality and complementary to the Town's role as the gateway to the Province. The benefits of developing businesses which serve the traveling public are to be maximized, while balancing the potential negative impacts on the Town as a whole.

Concentrating neighbourhood commercial businesses provides convenient access for the Town and reduces the negative aspects of intrusion into residential areas.

Commercial signage and lighting, especially in residential neighbourhoods, should be considered to minimize the negative effects on residential property in the vicinity.

Objectives

To facilitate highway commercial development which is complementary to the Town's role as gateway to the Province.

To provide for compatible commercial development to adequately serve the needs of neighbourhood residents, which supports the development of the PEI #1 parcel as a focal point for tourism related development.

Policies

- .1 To strengthen and broaden the Town's economic base, Borden-Carleton shall guide commercial land uses to appropriate locations to promote: compatibility among land uses, especially adjacent uses; development of the PEI #1 parcel as a focal point for tourism related development; and effective and efficient use of infrastructure.
- .2 Borden-Carleton shall encourage commercial development in the following areas: PEI #1 - Gateway Village; PEI #2 - Trans Canada Highway ("fixed link approach roadway"); and PEI #3 - Industrial Park.
- .3 Borden-Carleton shall accommodate highway commercial uses which are designed to be attractive to the traveling public; and do not impact adjacent residential land uses, through a development agreement process which incorporates community site development standards and provincial government regulations.
- .4 Borden-Carleton shall limit commercial signage in number, height and display area, which shall be set back from the primary highway in the Fixed Link Development Corridor.
- .5 Borden-Carleton shall regulate the lighting of signs to ensure compatibility with the desired image of the Town in particular and the Province in general.
- .6 Borden-Carleton shall regulate commercial signage and lighting of neighbourhood commercial uses located in residential areas.

5.4 Industrial Uses

Context

Borden-Carleton has been successful in attracting industrial development to the Town and promoting itself as a prime location for industrial development, both geographically and infrastructure-wise.

The Borden-Carleton Business Park is owned and managed by a community-based development corporation. As a light/medium business park, it is strategically located to the east of the Confederation Bridge and north of the Trans Canada Highway. Approximately 50% of the park is cleared land and about 25% is currently developed land with the balance treed. The park houses the 50,000 square foot Borden-Carleton Industrial Mall manufacturing service centre, the 10,000 square MacDougall Steel Office, the 35,000 square foot Transcontinental Media building and the 23,000 square foot MacDougall Steel Fabrication and Training building. New trucking and warehousing facilities are also available within the business park. Approximately 33 acres of the total 62 acres are fully serviced by water and sewer. Both three phase power and fibre connection are available.

Objectives

To limit the potential for land use conflicts with new industrial developments by encouraging the location of such developments in the Business Park.

To plan for and site appropriately industrial development which minimizes any negative impact on the natural environment.

Policies

- .1 Borden-Carleton shall designate land on the General Plan Land Use Plan to provide for a range of light to medium industrial uses and a range of commercial uses which provide support services to industry or require a significant amount of land to operate.
- .2 To strengthen and broaden the Town's economic base, Borden-Carleton shall encourage industrial development to appropriate locations in such a way that promotes: compatibility among land uses, especially adjacent uses; effective and efficient use of infrastructure; and orderly land use and development, with a strong preference for clustered industrial development.
- .3 Borden-Carleton shall guide the location of Industrial land uses primarily to the Borden-Carleton Business Park. Other locations for consideration will be dependant upon the specific locational needs of the industrial enterprise.

5.5 Institutional Uses

Context

Borden-Carleton desires an adequate supply and appropriate types of institutional uses which are properly sited and conveniently located to meet the needs of the community. In addition to meeting community service needs and improved quality of life, institutional uses contribute economic benefits to the community by providing employment, attracting other types of development, and generally increasing commercial sector activity.

While institutional uses are generally desirable uses and are permitted in a wide range of locations, standards shall be established in the Development Bylaw to reduce any potential impacts, particularly in residential areas.

Objectives

To support the development of a full range of institutional services within Borden-Carleton's financial capacity, to serve the needs of the community.

Policies

- .1 Borden-Carleton shall support high quality institutional facilities which are located and operated in accordance with community needs and are open and accessible to all residents.
- .2 Borden-Carleton shall consider proposals for new institutional uses in any land use designation provided there is access to a public road and services of sufficient capacity and where such a use does not have the potential to create negative impacts.
- .3 Borden-Carleton shall encourage agreements with the English School Board to provide for the use of school gymnasias and facilities for community uses and the use of school properties for recreational uses where appropriate.
- .4 Borden-Carleton shall make every effort, where financially feasible, to make existing public facilities and/or buildings in the Town accessible to the physically challenged. All new institutional facilities must comply with the provincial barrier-free guidelines.
- .5 Borden-Carleton shall enter into negotiations with Provincial Library Services to ensure the feasibility of maintaining and expanding library services in Borden-Carleton.

5.6 Municipal Infrastructure Services

Context

Sanitary

Borden-Carleton is using existing infrastructure to the greatest advantage of the Town, and will continue to expand the infrastructure available, where financially possible, to serve current and future development. Borden Carleton operates a sanitary sewer collection and treatment system using a secondary treatment lagoon beside the Noonan's Marsh. According to the 1997 Official Plan, "the lagoon has sufficient capacity to accommodate a doubling of the current population."

Water Supply

Borden-Carleton provides municipal water services to approximately 208 residential and 40 commercial customers. Upgrades to the water system have taken place in 1998 and 2002. The groundwater supply is classified as a moderately hard groundwater of excellent chemical quality, requiring little or no treatment prior to use, other than mandatory in-line disinfection residual.¹ The Province has approved Drinking Water and Wastewater Facility Operating Regulations under the *Environmental Protection Act* that govern the operation of drinking water supply and wastewater systems. Part V requires that all municipal utilities develop and implement well field protection plans for their principal sources of water supply. Thus, Borden-Carleton is required to develop and submit to the Province a well field protection plan which must address the management activities within established captured zones that could be considered risks to the long term quality or quantity of source water from the bedrock aquifer. The OP must also manage the well field in terms of providing the best balance of groundwater-surface water interaction for sustaining stream base flows within the watershed. The object of well field protection planning is to develop land use plans which will minimize the potential for the contamination of groundwater within the various "time dependent capture zones" of municipal wells or well fields. There are three time dependent capture zones: a 250-day zone; a 5-year zone; and a 25-year zone. As such, the 250-day zone is considered the most critical in terms of risk. Currently, within the 250-day zone, there is a sizable amount of cropland, some of which is under an Environmental Farm Plan. Land uses which have an impact on groundwater such as agriculture are of high concern, especially where Environmental Farm Plans are not in effect. In developing a well field protection plan, Borden-Carleton will want to ensure that land in these capture zones is under Environmental Farm Plans as a minimum.

Roads

The Trans Canada Highway (TCH) is the backbone of the Provincial highway system. It provides connections between the main centres in the Province and is designed to ensure the safe and efficient movement of goods and people. The TCH is considered to

¹Jacques Whitford, Proposal, Borden Carleton Well Field Protection Plan, page 1.

be an arterial roadway and as such through-traffic takes precedence over the local movement of vehicles. The TCH is designed to accommodate higher traffic volumes and larger trucks. Access to the TCH is limited and traffic movements are concentrated at intersections where they may be controlled through traffic signals and other devices.

In addition to the main arterials, the Town road system includes roads of a lower standard that are intended to provide access to adjacent properties. Where possible, Borden-Carleton will ensure, in cooperation with the Province, the integrity of the Town road system through an appropriate management system.

Objectives

To promote the use of existing infrastructure and expand infrastructure where financially feasible, to serve current and future needs.

To protect the safety, quality and quantity of the Town's principle source of drinking water supply.

To provide a safe and efficient transportation network to serve the Town.

Policies

- .1 Borden-Carleton shall limit unserviced development by restricting the range of uses in areas not served by centralized services to non-intensive forms of development and by requiring larger lot sizes for development requiring on-site servicing systems (Note that proposals for unserviced development also require the approval of the Province).
- .2 Borden-Carleton shall require that all infrastructure costs associated with new subdivisions be the responsibility of the subdivider / developer.
- .3 Borden-Carleton shall investigate opportunities for Provincial and/or Federal Government financial assistance to carry out expansions and improvements to the water, sanitary sewer and storm sewer systems.
- .4 Borden-Carleton shall assess development proposals to ensure that existing municipal services systems are adequate to meet the projected demand.
- .5 Borden-Carleton shall establish a long term maintenance and improvement program for the upgrading of municipal infrastructure services. This program shall include a priority list of projects, costs estimates and an evaluation of the capacity and condition of the systems. The OP shall be updated on a five years basis and incorporated into capital budgeting procedures.

- .6 Borden-Carleton shall prepare a well field protection plan as required by the Province of PEI to ensure the safety, quality and quantity of its principal source of drinking water supply. During the interim, Borden-Carleton shall impose a development moratorium of a 0.5 km radius distance surrounding the principal sources of drinking water supply until such time as a plan is developed and implemented. Development, in this instance, shall include but not be limited to any intensification of agriculture.
- .7 Borden-Carleton shall ensure that land use and development on land adjacent to the transportation system be controlled based on the particular category of the abutting roadway.
- .8 Borden-Carleton shall provide in its Development Bylaw appropriate standards related to access, set backs from roads and intersections, sight distance, signage near rights-of way and general safety.
- .9 Borden-Carleton, in cooperation with the Province, shall permit additional access to the TCH where they can be obtained through the development of an appropriately designed public street and intersection.
- .10 Borden-Carleton shall adhere to Provincial standards for local road design and construction.
- .11 Borden-Carleton shall require the developer to bear the cost of improvements to local roads and intersections where a development adversely impacts existing infrastructure
- .12 Borden-Carleton shall require the separation of sanitary and storm sewers in all new development where central services are provided.
- .13 Borden-Carleton shall require developers of larger parcels to prepare a stormwater management study which examines the natural drainage pattern of the land and includes provisions for storm drainage in the subdivision design. Retention facilities will be required where storm run-off exceeds the carrying capacity of the outlet watercourse.
- .14 Borden-Carleton shall consult with Maritime Electric at regular intervals regarding Company expansion plans and the needs of businesses in the Town.

5.7 Environmental Considerations

Context

Borden-Carleton lies within two watersheds. The part of the Town lying between the Seven Mile Bay Road (Highway #7) and the coastline drains directly to the

Northumberland Strait. The remainder of the Town drains into the Cape Traverse River, which opens into the Strait and is the only significant watercourse found within the boundaries of the community. Watercourses play a significant role in draining the countryside and as habitat for small mammals, birds and some fish. Excessive runoff into the streams is a critical issue. To ensure that the drainage system functions satisfactorily and habitat is maintained, it is important to avoid excessive runoff into the streams. This may be done by maintaining vegetative buffers along stream banks and avoiding disruptive development activity nearby.

There are two main wetland areas found within the Town. Noonan's Marsh is a rich salt and fresh water marsh with an abundance of waterfowl and protected nesting areas. It has been the site of substantial waterfowl habitat improvement work. The marsh is readily accessible and offers potential for nature interpretation through connection to the Island-wide Confederation Trail system. Its location immediately adjacent to the bridge approach makes it highly visible and the marsh contributes significantly to the first impressions of Island visitors. Noonan's Marsh is the receiving water body for the Town sewage lagoon.

Adjacent to Noonan's Marsh across the original bridge approach road an extension to Noonan's Marsh, sometimes referred to as "Rollie's Marsh" has been constructed to replace wetlands lost in the development of the Confederation Bridge. This area is intended specifically as waterfowl habitat and should be protected in the development plans for PEI #3.

The second major wetland is the saltmarsh emptying into Amherst Cove and adjoining the Strait Crossing fabrication yard. This marsh extends inland to the TCH near the Dickie Road intersection and serves as a buffer between the SCI lands and much of the rest of the community.

Objectives

To protect watercourses for drainage, habitat and other natural functions.

To protect and provide interpretive opportunities in the major wetland areas.

To protect the fragile shoreland areas from erosion and the negative effects of development.

Policies

- .1 Borden-Carleton shall seek partners to add day-use facilities and maintain the beach north of the bridge and adjacent to the fisherman's wharf.
- .2 Except for minimal improvements for interpretive use, Borden-Carleton shall not permit development within the established boundaries of the marshes.

- .3 Borden-Carleton shall require that with new development, surface water runoff directed into the marshes is not detrimental to the marshes either in quality or quantity.
- .4 Borden-Carleton shall encourage that the banks and shores of streams not be altered and vegetation along the edges of streams be left undisturbed.
- .5 Borden-Carleton shall require setbacks from the edges of the streams and wetlands for any development including subdivision and building construction.
- .6 Borden-Carleton shall require that all construction activities use siltation control measures to prevent run-off to adjacent wetlands and neighbouring properties.

5.8 Recreation Uses

Context

Borden-Carleton offers a range of recreational services including a municipal park, passive and active recreation open spaces and various recreation programs. Less than four percent of the land area in Borden-Carleton is being used for recreation and open space purposes. The Town intends to maintain the high quality of recreational services it provides by maximizing the use of existing recreational and community facilities and by involving community groups and organizations in establishing new facilities, recreation program delivery and facility maintenance.

In addition to publicly owned recreational lands and facilities, private recreational uses are also a consideration. The *Planning Act* requires that a municipality acquire or provide compensation for privately owned lands zoned for park or open space purposes.

Recreation and open space uses, whether public or private, are compatible with, and contribute to, the diversity of the commercial area and, as such are permitted anywhere in this designation. The Town considers future park development an economic development opportunity. The Town envisions park and trail facilities as a four-season tourist and community recreation attraction serving local and regional markets.

The Town can acquire additional open space lands through donations, purchase and dedications received through the subdivision process. In assessing the suitability of parcels of land for recreational use, the Town through its Recreation Committee, must consider the usability of the land in terms of size, location, physical characteristics and current demand. The Town recognizes that there is a need for a balance of passive and active recreational opportunities and an adequate distribution of open space lands in all residential areas of the Town.

In balancing recreational needs and desires, Borden-Carleton as a corporation needs to consider the financial and liability costs associated with acquiring and maintaining recreational lands and facilities.

Objectives

To provide adequate recreational space, facilities and programs to meet the year round recreational needs of the residents of Borden-Carleton.

To ensure a variety of open spaces are provided throughout the Town.

Policies

- .1 Borden-Carleton shall develop and maintain the recreation and park system through the collective efforts of the Recreation Committee, Council and the residents of Borden-Carleton.
- .2 Borden-Carleton shall establish priorities for the acquisition, development and on-going maintenance of present and future park land and recreational facilities. These priorities shall be reviewed on an annual basis and incorporated into the Town 's budgeting operations, as funding permits.
- .3 Borden-Carleton shall designate land as Open Space which shall apply to all existing public recreation and open space uses, excluding neighbourhood parks, and shall permit a range of passive and active recreation open space uses.
- .4 Borden-Carleton shall permit neighbourhood parks on any lands designated or zoned for residential use.
- .5 Borden-Carleton shall consider proposals for privately owned recreation facilities in any designation.
- .6 Borden-Carleton shall ensure that adequate open space is provided in new developments of multiple unit dwellings with three or more units.
- .7 Borden-Carleton shall acquire lands which provide a variety of open space opportunities as well as a balance between active and passive recreational needs. Priority shall be placed on the acquisition of land for neighbourhood parks where deficiencies presently exist. Advice shall be sought from the Recreation Committee.
- .8 Borden-Carleton shall investigate the feasibility of providing a linear open space network of pedestrian linkages throughout the Town. Linear open spaces shall be considered: along the abandoned rail right-of-way; along the shore of the Northumberland Strait; between the Visitors Centre and Noonan's Marsh; and

between the former Borden Townsite, the Amherst Cove School and the old Carleton School.

- .9 Borden-Carleton shall work with the English School Board to establish guidelines for the Town use of schools for recreational purposes and to: establish access to school facilities to accommodate cultural programs such as children's crafts, music and dance lessons; and identify ways in which more extracurricular activities can be developed for children.
- .10 Borden-Carleton shall make every effort, where appropriate and financially feasible, to make park areas and recreation facilities in the Town accessible to the physically challenged.

5.9 Development Opportunities

Context

There are several key development opportunities in the Town : the PEI #3 (Industrial Park), Strait Crossing Inc. (SCI) fabrication yard lands and other parcels of land owned by private developers which should be developed based on private sector initiatives in keeping with the OP including the expansion of agricultural operations. Each of these locations offers an opportunity for redevelopment, and thus increasing the tax base of Borden-Carleton and the employment opportunities for residents.

In 2013 the Province acquired the fabrication yard lands from SCI. The Town is in on-going discussion and negotiations with the Province on the future of the SCI fabrication yard lands. The Town has been informed that the Province intends to improve the site by planting trees. The Town would consider taking over the property, if certain conditions were met, in order to pursue future development.

Objectives

To examine new opportunities for growth in the Town which will increase the tax base and provide employment opportunities for residents.

To continue to negotiate with the Province and appropriate private developers on the future of the SCI fabrication yard lands to ensure efficient and effective redevelopment which is in the best interests of the Town.

Policies

- .1 Borden-Carleton shall explore opportunities with the Province and appropriate private developers for enhanced linkages between PEI #1 (Gateway Village) and the Town .
- .2 Borden-Carleton shall provide input when consulted by the Province on any development prior to approval regarding the development of PEI #3 to assist in establishing the parameters for these projects.
- .3 Borden-Carleton shall continue negotiations with the Province and appropriate private developers on the future of the former SCI fabrication yard lands.
- .4 Borden-Carleton shall require a future development concept plan for the SCI fabrication yard lands with a detailed secondary plan process.

5.10 Implementation

Context

The actions required to implement the OP are contained in the policies, and will require amendment of the development bylaw. The OP will establish trends and guide development in Borden-Carleton in the coming years. While it has received extensive review and is considered the most appropriate document for the future, nevertheless, deficiencies will be found. As a result, it should be monitored and reviewed to evaluate its effectiveness in attaining its goals and objectives.

Objectives

To provide ongoing monitoring and review of the Official Plan and resulting development bylaw to ensure continuing appropriateness of the policies and zoning provisions.

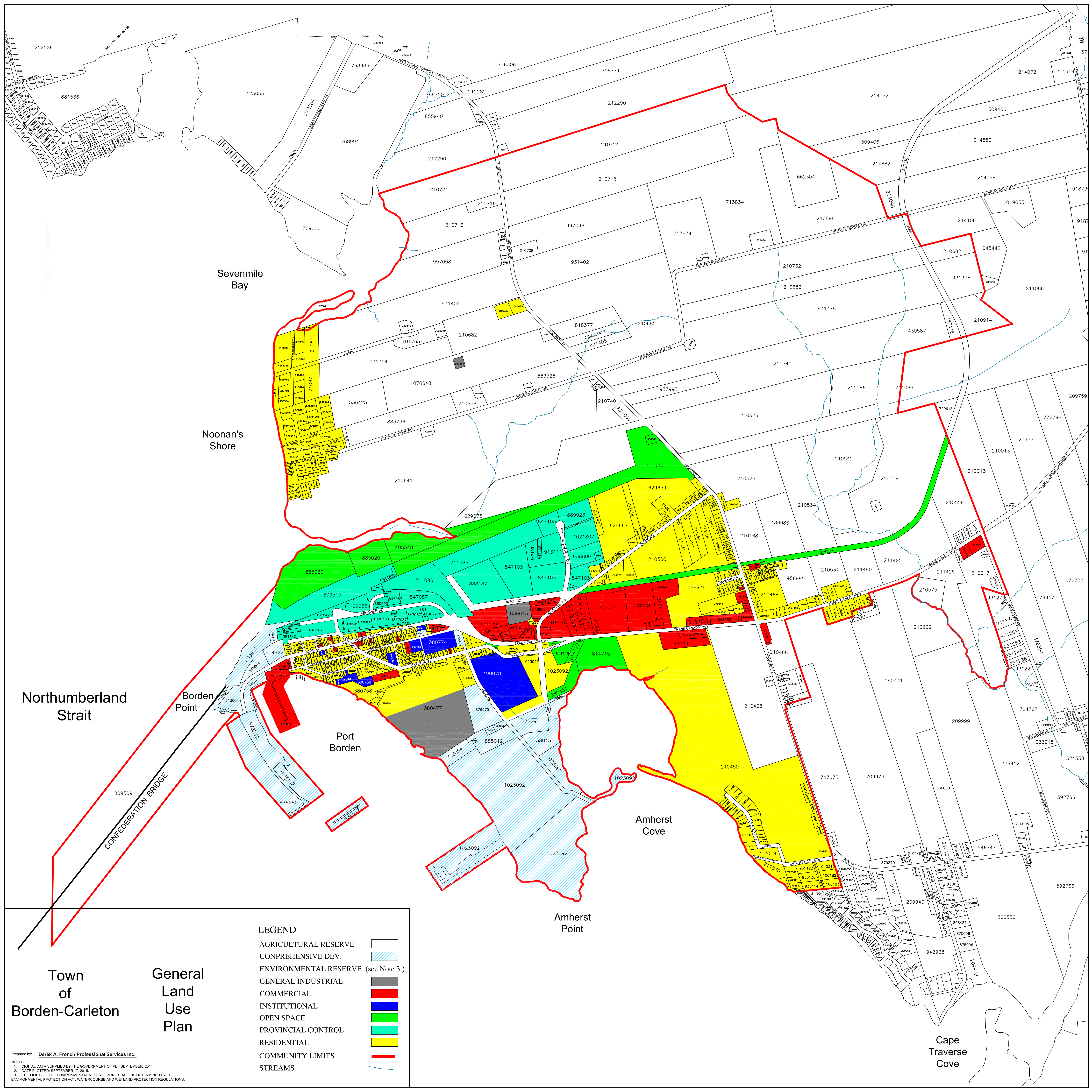
Policies

- .1 Borden-Carleton shall review the OP comprehensively at five-year intervals to evaluate its effectiveness in attaining its goals, objectives and land use policies, and such goals, objectives and policies may be amended as appropriate.
- .2 Borden-Carleton shall review its Development Bylaw to bring it into compliance with the OP.
- .3 Borden-Carleton shall consider amendments to the OP when: there is a need to change a policy due to additional information; there are changing conditions or changing public attitudes; there is a request for re-zoning supported by Council

which conflicts with the OP; or when there is a conflict with a provincially adopted land use policy.

- .4 Borden-Carleton shall provide for public input on all planning and development decisions where deemed necessary. In addition to the requirements for public participation set out in the *Planning Act*, Borden-Carleton shall provide additional opportunities for public consultation including public information on planning and development activities and community feedback through mechanisms such as surveys and public meetings.
- .5 Borden-Carleton shall adopt a five-year capital budget and update it on an annual basis. The capital budget will be aimed at implementing the initiatives in this OP.

Appendix 1 – General Land Use Plan



Town of Borden-Carleton

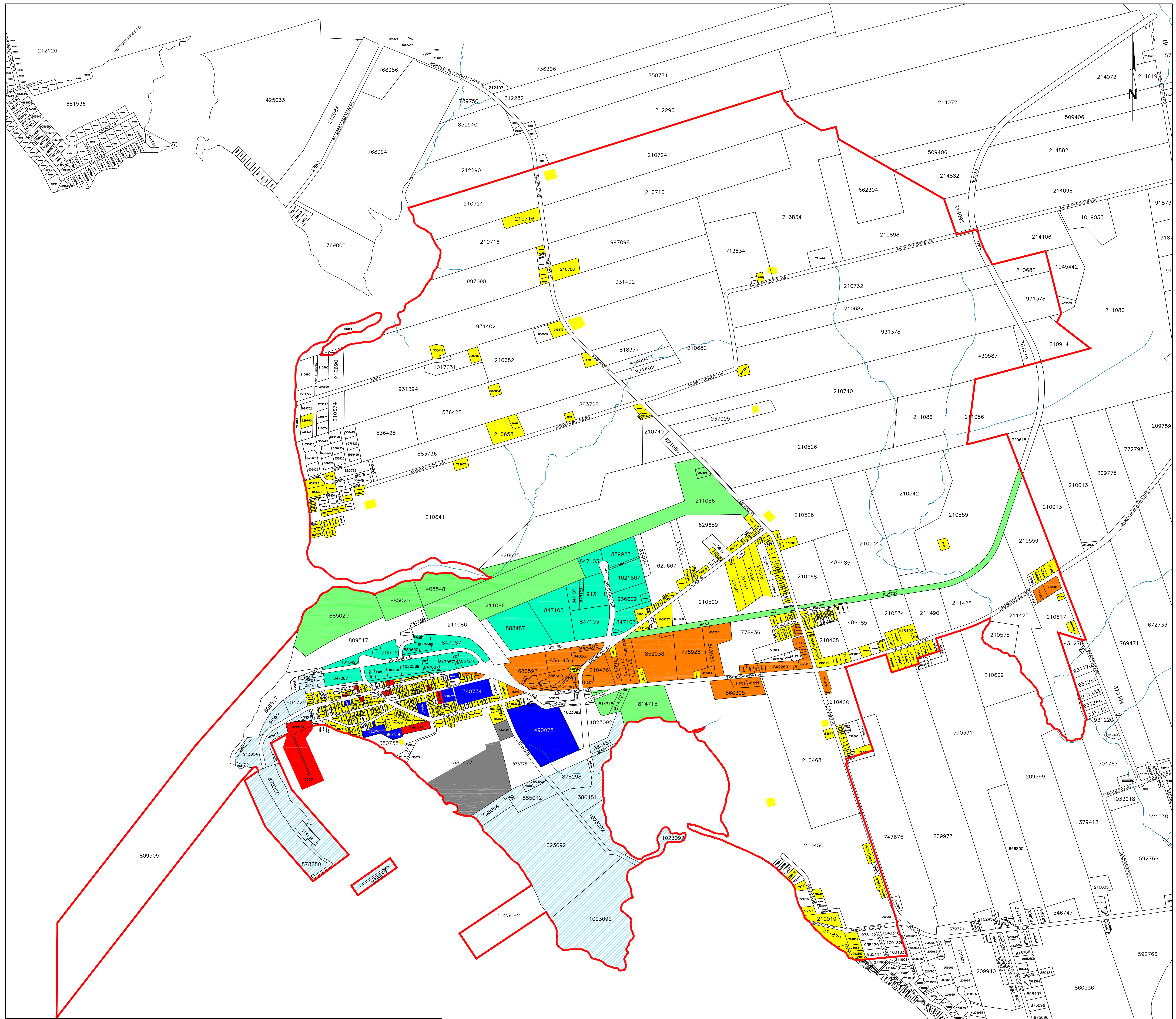
General Land Use Plan

LEGEND

AGRICULTURAL RESERVE	
COMPREHENSIVE DEV.	
ENVIRONMENTAL RESERVE (see Note 3.)	
GENERAL INDUSTRIAL	
COMMERCIAL	
INSTITUTIONAL	
OPEN SPACE	
PROVINCIAL CONTROL	
RESIDENTIAL	
COMMUNITY LIMITS	
STREAMS	

Prepared by: **Derek A. French Professional Services Inc.**
 NOTES:
 1. DIGITAL DATA SUPPLIED BY THE GOVERNMENT OF PEI, SEPTEMBER, 2014.
 2. DATE PLOTTED: SEPTEMBER 17, 2015.
 3. THE LIMITS OF THE ENVIRONMENTAL RESERVE ZONE SHALL BE DETERMINED BY THE ENVIRONMENTAL PROTECTION ACT, WATERCOURSE AND WETLAND PROTECTION REGULATIONS.

Appendix 2 – Present Land Use Map



Town of Borden-Carleton

Present Land Use Map

LEGEND

AGRICULTURAL	
RESIDENTIAL	
COMMERCIAL	
INSTITUTIONAL	
INDUSTRIAL	
OPEN SPACE	
PROVINCIAL CONTROL	
COMPREHENSIVE DEV.	
COMMUNITY LIMITS	
STREAMS	

Prepared by: **Derek A. French Professional Services Inc.**
 NOTES:
 1. DIGITAL DATA SUPPLIED BY THE GOVERNMENT OF PEI, SEPTEMBER, 2014.
 2. DATE PLOTTED: FEBRUARY 10, 2015.