



# FRONTENAC

## Notice of Decision with Respect to an Official Plan Amendment under Section 17(35) and 21 of the Planning Act

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**Municipality:** Township of Frontenac Islands

**Date of Decision:** April 17, 2019

**Date of Notice:** April 23, 2019

**Last Date of Appeal:** May 13, 2019

**File No:** 10-OP-3-18

**Take Notice** that on April 17, 2019, the Council of the Corporation of the County of Frontenac approved all of Amendment No. 6 to the Official Plan for the Municipality of the Township of Frontenac Islands, as adopted by the Township of Frontenac Islands By-Law No. 15-2018.

**Purpose and Effect of the Official Plan Amendment:** The purpose of the amendment is to Plan to amend Section 6.3.3 (“Special Policies Non-Farm Residential Severances in the Rural Designation”) of the Official Plan to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island)

**Explanation of the Effect of Written and Oral Submissions Had on the Decision:** Submissions and comments received at the Township level were considered by the County of Frontenac in the approval of the amendment.

**When and How to File an Appeal:** Notice to appeal the decision to the Local Planning Appeals Tribunal must be filed no later than 20 days from the date of this notice as the last date of appeal.

The notice of appeal should be sent to the person and address shown below and it must:

- (1) set out the reasons for the appeal and the specific part of the proposed official plan or plan amendment to which the appeal applies
- (2) indicate the name and address of the appellant;
- (3) contain the completed Appellant Form (A1), which can be obtained directly from the Local Planning Appeal Tribunal website ([LPAT Forms](#)); and
- (4) be accompanied by the fee required by the Tribunal.

Contact for Appeal: Jannette Amini, Manager of Legislative Services/Clerk

County of Frontenac  
2069 Battersea Road  
Glenburnie, Ontario  
K0H 1S0

Tel: (613) 548-9400  
Fax: (613) 548-8460

## **Who Can File an Appeal?**

Only individuals, corporations or public bodies may appeal a decision of the approval authority to the Local Planning Appeal Tribunal. A notice of appeal may not be filed by an unincorporated association or group. However, a notice of appeal may be filed in the name of an individual who is a member of the association or group on its behalf.

No personal or public body shall be added as a party to the hearing of the appeal unless, before the plan was adopted, the person or public body made oral submissions at a public meeting or written submissions to the council or, in the opinion of the Local Planning Appeal Tribunal, there are reasonable grounds to add the person or public body as a party.

## **Basis for Appeal**

An appeal may only be made on the basis that the part of the decision to which the notice of appeal relates is inconsistent with Policy Statements issued by the Minister that are of provincial interest, fails to conform with or conflicts with a provincial plan or, in the case of the official plan of a lower-tier municipality, fails to conform with the upper-tier municipality's official plan.

**When the Decision is Final:** The decision of the County of Frontenac is final if a notice of appeal is not received by 4:00pm on the last day of appeal noted above.

**Other Related Applications:** There are no related applications regarding this file.

**Additional Information:** Additional information about the application is available for public inspection during the regular office hours at the County of Frontenac Planning and Economic Development Department at 2069 Battersea Road, Glenburnie, Ontario between the hours of 8:30am to 4:00pm.

Dated at the County of Frontenac this 23<sup>rd</sup> day of April, 2019.

**Amendment Number 6 to the Official Plan**  
**for the**  
**Corporation of the Township of Frontenac Islands**  
**By-Law No. 15-2018**

Being a By-law to adopt Official Plan Amendment No. 6 to amend the Official Plan of the Township of Frontenac Islands to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island).


**Official Plan Amendment**

**Amendment Number 6 to the Official Plan**  
**for the**  
**Corporation of the Township of Frontenac Islands**

The attached explanatory text, constituting Amendment Number 6 to the Official Plan of the Township of Frontenac Islands, was prepared by the Council of the Township of Frontenac Islands under the provisions of Sections 17 and 21 of the *Planning Act*, R.S.O 1990, as amended.

Original Signed  
\_\_\_\_\_

Mayor Denis Doyle

  
\_\_\_\_\_  
CAO, Clerk, Treasurer Darlene  
Plumley



## The Corporation of the Township of Frontenac Islands

### By-Law Number 15-2018

Being a By-Law to Adopt Official Plan Amendment Number 6 to the Official Plan for the Township Frontenac Islands

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**Whereas** Amendment Number 6 to the Official Plan for the Township of Frontenac Islands has been supported by the Council of the Corporation of the Township of Frontenac Islands;

**And Whereas** the Council of the Township of Frontenac Islands considered all written and oral submissions received on this application, the effect of which helped Council to make an informed decision;

**And Whereas** the County of Frontenac is the approval authority for Official Plan Amendments for the Township of Frontenac Islands under the *Planning Act, R.S.O. 1990, as amended*;

**And Whereas** The Corporation of the Township of Frontenac Islands has provided a copy of the proposed Amendment Number 6 to the County of Frontenac pursuant to 17(15)(a) of the *Planning Act, R.S.O. 1990 as amended*;

**Now Therefore**, the Council of the Corporation of the Township of Frontenac Islands, in accordance with the provisions of Sections 17 and 21 of the *Planning Act, R.S.O. 1990, as amended*, hereby enacts as follow:

**That** Amendment Number 6 to the Official Plan the Township of Frontenac Islands, consisting of the attached explanatory text and text amendments, is hereby adopted.

**That** the Clerk be authorized and directed to make application to the County of Frontenac for approval of Official Plan Amendment Number 6 for the Corporation of the Township of Frontenac islands.

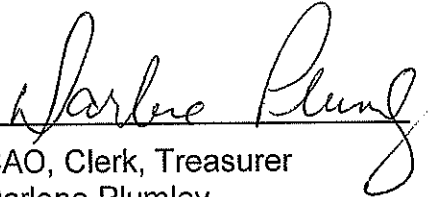
**That** this by-law shall come into force and take effect on the date of the final passing, subject to the provisions of section 17 and the regulations under the *Planning Act, R.S.O. 1990 as amended*.

Read a first and second time this 9th day of July, 2018

Read a third time and finally passed this 9th day of July, 2018

Original Signed

Mayor Denis Doyle

  
\_\_\_\_\_  
CAO, Clerk, Treasurer  
Darlene Plumley

**Amendment Number 6 to the Official Plan  
for the  
Corporation of the Township of Frontenac Islands  
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 <b>Part B - The Amendment</b> consisting of the following text constitutes Amendment Number 6 to the Official Plan for the Township of Frontenac Islands.	
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 <b>The Appendices</b> – The appendices do not constitute part of this amendment.	
Appendix A – Certification of Compliance with Public Involvement and Notice Requirements	
Appendix B – Notice of Public Meeting .....	(Not Attached)
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## **Part A - The Preamble**

The title of this amendment is "Amendment No. 6 to the Official Plan of the Township of Frontenac Islands" hereinafter referred to as "Amendment No. 6".

### **Purpose**

The purpose of Amendment No. 6 is to amend the Official Plan of the Township of Frontenac Islands to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island).

### **Location**

Amendment No. 6 will apply all lands located within the Township of Frontenac Islands.

### **Basis of the Amendment**

The purpose of Amendment No. 6 is revise Section 6.3.3 ("Special Policies Non-Farm Residential Severances in the Rural Designation") to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). Extensive analysis of severance history in the Township from 1998 (date of amalgamation) to present indicated that there was planning rationale, consistent with the 2014 Provincial Policy Statement, to allow for one additional severance with the exception of rural lands on Howe Island (Howe Island was not recommended to allow for an additional severance based in part of the existing capacity of the County and Township ferries).

## **Part B – The Amendment**

### **Introductory Statement**

All of this part of the document entitled "Part B – The Amendment" consisting of the following text is Amendment No. 6 to the Official Plan of the Township of Frontenac Islands.

### **Details of the Amendment**

The Official Plan is amended as follows:

Section 6.3.3. 1. ii. be deleted in its entirety and replaced with the following:

- "ii. No more than 4 severances shall be granted from any lot as it existed on January 1, 1985, excluding lands on Howe Island which shall be limited to 3 severances."*

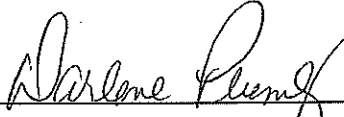
## **Implementation and Interpretation**

The implementation and interpretation of this Amendment shall be in accordance with relevant policies of the Official Plan.

## Appendix A

### Certification of Compliance with Public Involvement and Notice Requirements

I, Darlene Plumley, CAO, Clerk and Treasurer, hereby certify that the requirements for the giving of notice, and holding of at least one public meeting as set out in Subsection 17(15) of the *Planning Act, R.S.O. 1990*, as amended and giving of notice as set out in Section 17(24) of the *Planning Act, R.S.O. 1990*, as amended have been complied with.

  
\_\_\_\_\_  
CAO, Clerk and Treasurer, Darlene Plumley



Township of  
Frontenac Islands

Open House – May 7, 2018 - Howe Island Municipal Office

Name	Address
Darlene Plumbley	[REDACTED]
Bryan Humphreys	
TERRY BOTTEN	
RICK ROBERTSON	
Bob McCreanna	
Jimmy Taughen	
ALBERT BARRETT	

om

## Megan Rueckwald

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**From:** Doug Harpell [REDACTED]  
**Sent:** Thursday, June 29, 2017 10:16 AM  
**To:** Megan Rueckwald  
**Cc:** [REDACTED]  
**Subject:** severances and 20 June open house

Megan

I want to add my comments and suggestions to your file(pile?).

First, I want to thank all involved for providing an opportunity for Islanders to receive the information and provide input to decisions which impact all residents.

Considering this information, it is my opinion that there is a sufficient supply of existing and potential severances with the current by-laws and amendments are not required for several years. Also, as many stated at the meeting and Mr. Botten commented in his communication, any plan to increase development must include a plan to increase ferry service.

My suggestion is that we use the next few years to gather more information about ferry usage. I believe simple technology can help us significantly. If traffic counters were installed at each ferry access, we would have an on-going count of how many axles come and go every day. If this info is combined with population counts, it would support or refute current anecdotal opinions about usage relative to population.

Also, recording cameras at each ferry access, (4), would provide a record of line-ups and wait times. If these cameras were accessible on the web by residents, they could make decisions about which ferry to use and therefore help balance traffic and reduce wait times.

Thanks again for all the work that has gone into this discussion.

Doug Harpell  
[REDACTED]



## Megan Rueckwald

---

**From:** Carol Dwyre <cdwyre@kos.net>  
**Sent:** Friday, July 07, 2017 10:24 AM  
**To:** Megan Rueckwald  
**Cc:** Joe Gallivan  
**Subject:** FW: FW: Lighthouse Lane severance  
**Attachments:** ATT00022.txt; Yarema\_Thomas\_Property.pdf

This couple could not get a severance because of there had been 3 prior to them buying their lot. So they are in favour of moving the date forward.

Carol

**From:** Larry Yarema [mailto:layarema@gmail.com]  
**Sent:** July-07-17 9:08 AM  
**To:** Carol Dwyre Township of Howe Island  
**Subject:** Fwd: FW: Lighthouse Lane severance

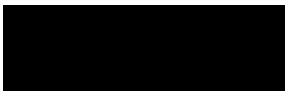
Hi Carol,

re: the announcement leaflet that went out a while back regarding the debate on severances,

if you recall Kate and I were on track to sever a parcel at the top of our lot and are sincerely interested in the outcome.

Any news you can share?

Cheers, Larry Yarema



---

**From:** Peter Young [mailto:pyoung@FRONTENACCOUNTY.CA]  
**Sent:** May 22, 2012 4:11 PM  
**To:** layarema@kos.net  
**Subject:** Lighthouse Lane severance

Hi Lawrence and Kathryn,

I am a planner at the County of Frontenac working on a report to Frontenac Islands Council for your proposed severance on behalf of the Township. We were mapping the property based on your sketch provided with the application and just wanted to confirm the dimensions.

On our mapping system your property goes a bit farther north along Howe Island Drive and when we measure it using the dimensions in your sketch there is a small triangle at the top in addition to the area you sketched out. We are preparing the map for our report and I was wondering if the attached sketch accurately represents the boundaries you are proposing for the lot?

Please feel free to contact me if you have any questions.

Peter

**Peter Young**

Community Planner

County of Frontenac

2069 Battersea Road

Glenburnie, Ontario K0H 1S0

t. 613.548.9400 ext. 359

---

**From:** Kevin Farrell  
**Sent:** Tuesday, May 22, 2012 3:41 PM  
**To:** Peter Young  
**Cc:** Joe Gallivan  
**Subject:** Yarema/Thomas Property

**Kevin Farrell** - GIS Specialist  
County of Frontenac - Administrative Services  
2069 Battersea Road

Glenburnie ON K0H 1S0  
Phone: 613 548-9400 Ext: 351

Fax: 613 548-8460

Email: [kfarrell@frontenacounty.ca](mailto:kfarrell@frontenacounty.ca)

July 7, 2017

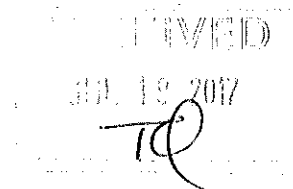
## Rural Designation for Development.

We would like to take this time to congratulate Council on their initiative to change the official plan to accommodate the severance of rural property, which will undoubtedly allow the potential for growth in our inner island.

Due to our unique boundaries we feel Council should have more control at the local level to make decisions regarding matters within our municipality.

We regret we were unable to attend the open meeting regarding severances due to prior commitments and we look forward to further discussions on this matter.

Glen, Anne Mosier



## Megan Rueckwald

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**From:** Terry Botten [REDACTED]  
**Sent:** Friday, June 23, 2017 6:55 PM  
**To:** Terry Botten  
**Cc:** Megan Rueckwald; carol dwyre  
**Subject:** Severances in Rural Areas: June 20 Open House-Comments

Islanders,

This response to my earlier email from the County's Community Planner. If you would like to comment, please respond to Megan with a copy to Carol. Thank you...

Terry

---

**From:** Megan Rueckwald <mrueckwald@FRONTENACCOUNTY.CA>  
**Sent:** Friday, June 23, 2017 10:48 AM  
**To:** Terry Botten  
**Cc:** Carol Dwyre  
**Subject:** RE: Severances in Rural Areas: June 20 Open House-Comments

Hi Terry,

Thank you very much for the detailed comments and for coming out to the Open House on Howe Island. I have added your comments to our comments received and have also CC'd Carol from the Township so she has a record of them as well.

If you know of anyone else who may be interested in providing comments please pass along my information. The presentations for Howe and Wolfe Island will be posted online for anyone who may have missed them.

Cheers,

Megan

---

**From:** Terry Botten [REDACTED]  
**Sent:** Friday, June 23, 2017 11:41 AM  
**To:** Megan Rueckwald <mrueckwald@FRONTENACCOUNTY.CA>  
[REDACTED]

**Subject:** Severances in Rural Areas: June 20 Open House-Comments

Megan,

My comments:

1. "It's the economy, stupid", a campaign message during Bill Clinton's successful 1992 presidential campaign. In our case, "It's the ferry, stupid". As it is on any inhabited island, transportation is the

number one priority, more so on Howe with this initiative to determine any change to the Official Plan's current policy of limiting of 3 severances per lot.

2. In moving forward, we're talking about land use planning, not retirement planning. As author and activist, Jane Jacobs, known for her influence on urban studies said about city planning, "People must take a modicum of public responsibility for each other even if they have no ties to each other." This can be said in our rural setting.
3. Please use the latest census figures for any projections. Also, please consider the changing demographic and psychographic make-up of island residents as the dynamics of island life have changed since my wife and I bought in 1995, even the changes since the full census in 2006. Please comment on the infrastructure needed to support the every-changing population...lawn mowing companies, heating/cooling fuel suppliers, lawn sprinkling maintenance companies, UPS deliveries, school buses, etc. Please take into account there are no retail stores on Howe.
4. When will the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) and the Ministry of Municipal Affairs and Housing enter the discussions? With the County lifting the restrictions on heavy vehicles supporting agricultural operations during rush hours on the County-managed ferry, how does an increase in residential lots that would house commuters mix with the farming community?
5. You stated that you didn't count the number of trailers. I'm assuming you meant recreational trailers? The Township has a by-law respecting trailers, **Number 95:05**, dated May 9, 1995. From a Township council meeting of November, 2005, Councillor Calvin commented, "In my mind all residents including summer residents who live in trailers share in everything the municipality has to offer yet in some cases due to the structure of taxation they, in effect, have a trailer that they use as a full time cottage and they don't share the same burden of taxation." From the township council meeting of October, 2008, Mayor Vanden Hoek said that trailers are popping up in the Township in violation of the by-law with no enforcement from the Township and council agreed that there needed to be fairness in taxation, property standards and a consistency of position regarding trailers and by-law enforcement. Nothing has been done to proactively enforce or change the by-law. **'Recreational trailers' not only impact ferry usage** but other services such as garbage pick-up, recycling, roads...yet, such trailers, including those on properties that have existing houses, are non-existent in your numbers.
6. With regard to the date at which the number of consents may change, it was said it's an arbitrary date, it could be 2000. So, how does that work? Are pieces of paper with the years 1985 through 2017 placed in a hat then the winning year drawn?
7. Line graphs, bar charts, pie charts, scatterplot charts, alternating rows tables...all look scientific and learned. Yet, islanders are dealing with reality. Once again, a quote from Jane Jacobs, "City planners are always saying you can't make an omelet without breaking eggs. But they are talking about people, not eggs! If planning helps people, they ought be better off as a result, not worse off."

Megan, I didn't hear one islander at the open house say they were anti growth but what was said was that with any discussions on growth, the link to the mainland must go hand-in-hand in the process.

Some islanders didn't attend the meeting. I have blind-copied a few of them as I'm sure they are interested.

Terry Botten  
Howe Island

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Township of  
Frontenac Islands

# OPEN HOUSE

Concerning Official Plan Policy Section 6.3.3 – Restriction of Severances  
in Rural Areas

JUNE 20, 2017, HOWE ISLAND

## COMMENT SHEET

Name RICHARD ARMSTRONG Address [REDACTED]

DURING THE MEETING  
ADDITION COMMENTS

THE FERRY  
IS JAMMED  
NOW

I WILL MAKE THIS COMMENT BEFORE THE MEETING  
BEGINS, UNTIL THE FERRY ISSUE IS RESOLVED.  
THERE SHOULD BE NO FURTHER DEVELOPMENT / SEVERANCES

THE FERRY MORNING & EVENING IS ALREADY  
OVER CAPACITY - AND I AM NOT  
SPEAKING OF CONSTRUCTION VEHICLES WHICH  
IS ANOTHER ISSUE AS WELL AS (4) SCHOOL BUSES!

- SERVICE VEHICLES - LAWN / PROPANE / REPAIR TRUCKS
- TRAILERS.
- CONSTRUCTION VEHICLES -
- FOUR SCHOOL BUSES.
- MULTIPLE CARS IN A FAMILY - TWO JOBS TWO CARS.

~ I DO NOT HAVE AN ISSUE WITH NEW NEIGHBOURS  
BUT HOW DO WE GET ON & OFF THE ISLAND

Richard



Thursday, June 22, 2017 8:45 AM

#### Comments on Severances

We feel that the severance process should currently remain as is until the transportation issue, (Ferry), is corrected to an acceptable level of service.

On June 20th we left our home , on Howe Island, for a doctors appointment. We waited through three ferry loads. This put us late for our appointment for which I had to pay and reschedule. Returning home we sat through two because of loaded gravel trucks .We feel this level of service is unsatisfactory. In the past we figured leaving an hour ahead of scheduled appointments, would be good. Now it appears that we must leave two hours or more to assure arrival at appointment.

We also have concerns with large school buses coming to the island day and night with minimal, sometimes empty, amount of riders. Could there not be a transfer on the mainland from one small bus?

Ferry notification via twitter, could use more information explaining outages.

Bob McClennon

## Megan Rueckwald

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**From:** [REDACTED]  
**Sent:** April 18, 2018 4:12 PM  
**To:** Megan Rueckwald  
**Subject:** Re: Severance Policy - Frontenac Islands

Hello Megan,

My wife Bev and I met with you last October re severances. We are curious to know where things stand at this point regarding severances on Wolfe Island...

Thank you!

Duncan Pyke

On Oct 18, 2017, at 2:39 PM, Megan Rueckwald <[mrueckwald@FRONTENACCOUNTY.CA](mailto:mrueckwald@FRONTENACCOUNTY.CA)> wrote:

Hello Bev and Duncan,

It was great to meet you this afternoon and discuss some options for a severance on Wolfe Island. Please find the attached presentation from the Open House on Wolfe Island with respect to changing the date of the severance policy in the Official Plan. If you have any questions please let me know. I've added you to the list of people who we will notify for any upcoming meetings.

Cheers,

**Megan Rueckwald, M.PL.**  
Community Planner  
Planning and Economic Development  
County of Frontenac  
2069 Battersea Road,  
Glenburnie ON K0H 1S0  
Phone: 613-548-9400 ext.359  
Fax: 613-548-8460  
[mrueckwald@frontenaccounty.ca](mailto:mrueckwald@frontenaccounty.ca)  
[FrontenacCounty.ca](http://FrontenacCounty.ca)  
[FrontenacMaps.ca](http://FrontenacMaps.ca)



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<Open House Presentation - Consents on Islands (Wolfe).pdf>



To members of Council, and County of Frontenac employees, thank you for the Planning Presentation. It was very informative and worthwhile.

We agree that any Official Policy related to Restriction of Severance in Rural Areas needs to be implemented in conjunction with a Transportation Plan. It is, however, of utmost importance to have the Transportation Plan in place prior to lifting the restrictions of severances. Otherwise, the already long ferry line-ups will be unbearable, with the potential to negatively impact house sales and land values.

We question the accuracy of the analysis on the ferry capacity that was presented. It was mentioned that considering the current population trend, that by 2026 there would be 3 ferry waits. Well, we are living 2026 now!! Recent example: Note 19 and 20 June waits of 3 ferries between 4:30 and 6pm.

It is unlikely that the ferry analysis considered traffic as a result of the new boat business, school buses, nuns on pilgrimages, farmers and vehicles with trailers, home maintenance vehicles (home care, cleaners, yard maintenance), new home building truck traffic, festivals and special occasions. During peak times we are **regularly** waiting 2 ferries (45-50 mins) and sometimes 3 ferries (1-1.25 hrs).

The provincial government responsible for transportation does not have a vested interest in policy changes regarding land severances, so it will, no doubt, be difficult to negotiate any changes. However, recommendations by Council to MTO could include the following:

- Bridge (add up the mega-millions spent over the last decade and we could already have a bridge in place).
- Larger Township ferry: perhaps a reconditioned ferry from elsewhere could become available in the next number of years.
- Faster/larger County ferry in conjunction with:
  - o Improved training for new employees. New employees should have Ferry Loading 101 training – i.e.: How to properly load and unload vehicles –especially buses. Seems logical, but this is not occurring. Also, new employees should not initially be allowed to drive the ferry and direct traffic during peak times. They should be mentored and gather experience prior to taking over at peak times. Examples of what has recently occurred to impact ferry traffic can be provided upon request.
- Improved Capacity: Can the current ferry be modified to go faster –especially during the summer months? 8-12 years ago our GPS clocked the ferry at 5 km/hr, but over the last few years it is down to 3 km/hr.

Mike and Rachelle Wertwyn



## Megan Rueckwald

---

**From:** Terry Botten <[REDACTED]>  
**Sent:** Friday, June 23, 2017 6:55 PM  
**To:** Terry Botten  
**Cc:** Megan Rueckwald; carol dwyre  
**Subject:** Severances in Rural Areas: June 20 Open House-Comments

Islanders,

This response to my earlier email from the County's Community Planner. If you would like to comment, please respond to Megan with a copy to Carol. Thank you...

Terry

---

**From:** Megan Rueckwald <mrueckwald@FRONTENACounty.CA>  
**Sent:** Friday, June 23, 2017 10:48 AM  
**To:** Terry Botten  
**Cc:** Carol Dwyre  
**Subject:** RE: Severances in Rural Areas: June 20 Open House-Comments

Hi Terry,

Thank you very much for the detailed comments and for coming out to the Open House on Howe Island. I have added your comments to our comments received and have also CC'd Carol from the Township so she has a record of them as well.

If you know of anyone else who may be interested in providing comments please pass along my information. The presentations for Howe and Wolfe Island will be posted online for anyone who may have missed them.

Cheers,

Megan

---

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**To:** Megan Rueckwald <mrueckwald@FRONTENACounty.CA>

**Subject:** Severances in Rural Areas: June 20 Open House-Comments

Megan,

My comments:

1. "It's the economy, stupid", a campaign message during Bill Clinton's successful 1992 presidential campaign. In our case, "It's the ferry, stupid". As it is on any inhabited island, transportation is the

number one priority, more so on Howe with this initiative to determine any change to the Official Plan's current policy of limiting of 3 severances per lot.

2. In moving forward, we're talking about land use planning, not retirement planning. As author and activist, Jane Jacobs, known for her influence on urban studies said about city planning, "People must take a modicum of public responsibility for each other even if they have no ties to each other." This can be said in our rural setting.
3. Please use the latest census figures for any projections. Also, please consider the changing demographic and psychographic make-up of island residents as the dynamics of island life have changed since my wife and I bought in 1995, even the changes since the full census in 2006. Please comment on the infrastructure needed to support the every-changing population...lawn mowing companies, heating/cooling fuel suppliers, lawn sprinkling maintenance companies, UPS deliveries, school buses, etc. Please take into account there are no retail stores on Howe.
4. When will the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) and the Ministry of Municipal Affairs and Housing enter the discussions? With the County lifting the restrictions on heavy vehicles supporting agricultural operations during rush hours on the County-managed ferry, how does an increase in residential lots that would house commuters mix with the farming community?
5. You stated that you didn't count the number of trailers. I'm assuming you meant recreational trailers? The Township has a by-law respecting trailers, **Number 95:05**, dated May 9, 1995. From a Township council meeting of November, 2005, Councillor Calvin commented, "In my mind all residents including summer residents who live in trailers share in everything the municipality has to offer yet in some cases due to the structure of taxation they, in effect, have a trailer that they use as a full time cottage and they don't share the same burden of taxation." From the township council meeting of October, 2008, Mayor Vanden Hoek said that trailers are popping up in the Township in violation of the by-law with no enforcement from the Township and council agreed that there needed to be fairness in taxation, property standards and a consistency of position regarding trailers and by-law enforcement. Nothing has been done to proactively enforce or change the by-law. **'Recreational trailers' not only impact ferry usage** but other services such as garbage pick-up, recycling, roads...yet, such trailers, including those on properties that have existing houses, are non-existent in your numbers.
6. With regard to the date at which the number of consents may change, it was said it's an arbitrary date, it could be 2000. So, how does that work? Are pieces of paper with the years 1985 through 2017 placed in a hat then the winning year drawn?
7. Line graphs, bar charts, pie charts, scatterplot charts, alternating rows tables...all look scientific and learned. Yet, islanders are dealing with reality. Once again, a quote from Jane Jacobs, "City planners are always saying you can't make an omelet without breaking eggs. But they are talking about people, not eggs! If planning helps people, they ought be better off as a result, not worse off."

Megan, I didn't hear one islander at the open house say they were anti growth but what was said was that with any discussions on growth, the link to the mainland must go hand-in-hand in the process.

Some islanders didn't attend the meeting. I have blind-copied a few of them as I'm sure they are interested.

Terry Botten  
Howe Island

---

Think about our environment. Print only if necessary.

Confidential: This email and any attachments transmitted with it are confidential and intended solely for the use of the individual or entity to which they are

addressed. If you received this email in error, please notify the sender by return email and delete the email immediately. If you are not the intended recipient, be aware that disclosing, copying, distributing or using the content of this transmission is strictly prohibited.

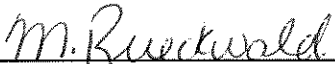


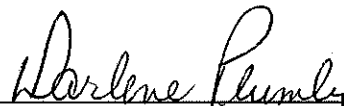
I, Megan Rueckwald, Manager of Community Planning, do solemnly swear that Pursuant to the requirements of the *Planning Act*, the following opportunities were provided for public involvement with respect to development and adoption of the Official Plan for the County of Frontenac:

- June 22, 2017 – Public Open was held on Wolfe Island.
- May 7, 2018 – Public Meeting was held on Howe Island.
- May 8, 2018 – Public Meeting was held on Wolfe Island.

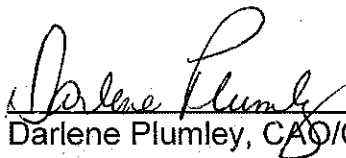
Pursuant to the notice provisions of the *Planning Act*, a notice was provided by advertisement in The Kingston EMC, The Frontenac EMC, The Kingston Whig Standard and The Frontenac News 20 days in advance of the Public Meeting. A courtesy notice was also placed on the County of Frontenac Website as well as in the County of Frontenac eNewsletter.

Declared before me at the Township of Frontenac Islands in the Province of Ontario this 14<sup>th</sup> day of November, 2018

  
\_\_\_\_\_  
Megan Rueckwald, Manager of  
Community Planning

  
\_\_\_\_\_  
Darlene Plumley, a Commissioner, etc.,  
for Taking Oaths, CAO/Clerk, Corporation  
of the Township of Frontenac Islands

I, Darlene Plumley, CAO/Clerk/Treasurer for the County of Frontenac do solemnly swear that the requirements for giving notice of amendment, and giving notice of the decision by the Township of Frontenac Islands regarding the amendment of its Official Plan, adopted by Township Council July 9, 2018 have been complied with, pursuant to the provisions set out in the *Planning Act*.

  
\_\_\_\_\_  
Darlene Plumley, CAO/Clerk/Treasurer


Declared before me at the Township of  
Frontenac Islands in the Province of  
Ontario this 14th day of November, 2018

  
\_\_\_\_\_  
Carol Dwyre, a Commissioner, etc., for  
Taking Oaths, The Corporation of the  
Township of Frontenac Islands

November 12, 2018

I, Megan Rueckwald, Manager of Community Planning for the County of Frontenac, confirm that Township of Frontenac Islands Official Plan Amendment No. 6:

- a) is consistent with the policy statements issued under subsection 3(1) of the *Planning Act*;
- b) Conforms and or does not conflict with any applicable provincial plan or plans;  
and
- c) Conforms with the County of Frontenac Official Plan.



---

Megan Rueckwald, Manager of Community Planning

Township of Frontenac Islands  
Special/Public Meeting of Council  
Howe Island Council Chambers  
May 7<sup>th</sup>, 2018  
6:30 p.m.

A special/public meeting of the Council of The Corporation of the Township of Frontenac Islands was called to order on May 7<sup>th</sup>, 2018 at 6:30 p.m. in the Howe Island Council Chambers, Howe Island, Ontario.

Members Present:

Mayor: Denis Doyle

Councillors: Wayne Grant

Bruce Higgs

Deputy Mayor: Natalie Nossal

Barb Springgay

Staff Present:

C.A.O./Clerk/Treasurer Darlene Plumley

Deputy Clerk/Treasurer Carol Dwyre

Planning & Economic Development Joe Gallivan

Community Planner Meghan Rueckwald

Kevin Farrell, GISP Manager of Continuous Improvement

A number of members of the public were in attendance.

The Agenda for May 7<sup>th</sup>, 2018 was introduced.

Moved By: Deputy Mayor Nossal (SPM-01-07/05-2018)

Seconded By: Councillor Higgs

THAT the Agenda be approved.

CARRIED

No Disclosure of the general nature thereof was declared.

Mayor Doyle stated that the purpose of the Special/Public Meeting is to gather input on Non Farm Residential Severances in the Rural Designation, Section 6.3.3 and the Proposed Official Plan Policy Amendment.

Community Planner Rueckwald provided a detailed report which contained information on the proposed Township-initiated Official Plan Amendment to Section 6.3.3 ("Special Policies Non-Farm Residential Severances in the Rural Designation") to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). Frontenac Islands Council is seeking input from the public at the required public meetings under the *Planning Act*.

In April 2017, Council directed planning staff to commence the background research necessary to begin the process to change the date for severances in Section 6.3.3 of the Township Official Plan. Section 6.3.3 of the Township of Frontenac Islands Official Plan ("Special Policies Non-Farm Residential Severances in the Rural Designation") states that a consent to a land severance may be granted to allow the establishment of a new non-farm single dwelling where such lands satisfy the following criteria:

- The land is deemed to be poor agricultural land, which is defined as being Class 5 to 7 soils as shown on the Ministry of Agricultural Capability Mapping, and is not suited to an agricultural or agricultural related use;
- No more than 3 severances shall be granted from any lot as it existed on January 1, 1985; and
- The effect of such a severance does not interfere with or restrict the viability of adjoining farm activities or other adjacent land uses.

As a result of the background work undertaken Planning staff recommend amending Section 6.3.3 ("Special Policies Non-Farm Residential Severances in the Rural Designation") to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). It is important to consider the impact of future development and policy review in the coming years in the Township.

Mayor Doyle opened the floor to questions/comments from Council and the Public.

- Q. Terry Botten Why waterfront lots are allowed to be smaller?
- A. The Township Official Plan allows for this to take place, however MOE may change these guidelines.
- Q. Bill Robertson When identifying the option for an addition lot for Wolfe Island, was the introduction of the new ferry a factor in the decision?
- A. The request for additional development was brought forward prior to the confirmation that a new ferry would be introduced into the transportation system, however with this information, it was considered a positive factor.
- Q. Bill Robertson The material states that this is a temporary solution, given the limited Howe Island Ferry Service will additional severances ever be considered?
- A. Currently there is no direction to proceed in that direction, the Secondary Plan assist in determining where future growth will be centered. The Ministry of Municipal Affairs is monitoring closely where additional severances are granted contrary to the Provincial Policy Statement.
- Q. Terry Botten The County Plan identifies that applicants must conform to the ecological balance for waterfront development. Who defines waterfront character?

- A. The Conservation Authority and the Ministry of Natural Resources would be signing off on those characteristics, often there is a private agreement with the Developer and MNR.

Brian Humphrey's stated that the option identified for Wolfe Island is not advisable for Howe Island due to the constraints of ferry service, cautious consideration should be given to how much growth occurs.

Moved By: Councillor Higgs (SPM-02-07/05-2018)

Seconded By: Deputy Mayor Nossal

THAT the Council of the Corporation of the Township of Frontenac Islands direct staff to prepare an Official Plan Amendment report and adopting By-Law for the June 11<sup>th</sup> 2018 Council meeting including a section explaining the effect written and oral submissions received from the required public meetings held under the Planning Act had on the recommendation.

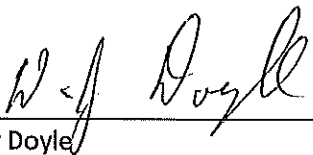
Adjournment was then introduced.

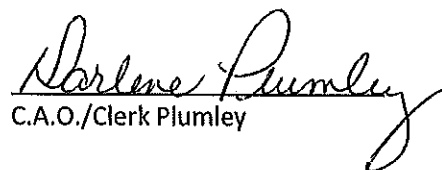
Motioned By: Councillor Higgs (SPM-03-07/05-2018)

Seconded By: Councillor Grant

THAT the meeting be adjourned at 7:10 p.m.

CARRIED

  
\_\_\_\_\_  
Mayor Doyle

  
\_\_\_\_\_  
C.A.O./Clerk Plumley

Township of Frontenac Islands  
Special/Public Meeting of Council  
Wolfe Island Council Chambers  
May 8<sup>th</sup>, 2018  
6:30 p.m.

A special/public meeting of the Council of The Corporation of the Township of Frontenac Islands was called to order on May 8<sup>th</sup>, 2018 at 6:30 p.m. in the Wolfe Island Community Hall, Wolfe Island, Ontario.

**Members Present:**

Mayor: Denis Doyle

Councillors: Wayne Grant  
Barb Springgay

Not Present: Natalie Nossal  
Bruce Higgs

**Staff Present:**

C.A.O./Clerk/Treasurer Darlene Plumley

Deputy Clerk/Treasurer Carol Dwyre

Theresa Quist/Administrative Assistant/Health and Safety Coordinator

Planning & Economic Development Joe Gallivan

Community Planner Meghan Rueckwald

Kevin Farrell, GISP Manager of Continuous Improvement

A number of members of the public were in attendance.

The Agenda for May 8<sup>th</sup>, 2018 was introduced.

Moved By: Councillor Springgay (SPM-01-08/05-2018)

Seconded By: Councillor Grant

THAT the Agenda be approved.

CARRIED

No Disclosure of the general nature thereof was declared.

Mayor Doyle stated that the purpose of the Special/Public Meeting is to gather input on Non Farm Residential Severances in the Rural Designation, Section 6.3.3 and the Proposed Official Plan Policy Amendment.

Community Planner Rueckwald provided a detailed report which contained information on the proposed Township-initiated Official Plan Amendment to Section 6.3.3 ("Special Policies Non-Farm Residential Severances in the Rural Designation") to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). Frontenac Islands Council is seeking input from the public at the required public meetings under the *Planning Act*.

In April 2017, Council directed planning staff to commence the background research necessary to begin the process to change the date for severances in Section 6.3.3 of the Township Official Plan. Section 6.3.3 of the Township of Frontenac Islands Official Plan ("Special Policies Non-Farm Residential Severances in the Rural Designation") states that a consent to a land severance may be granted to allow the establishment of a new non-farm single dwelling where such lands satisfy the following criteria:

- The land is deemed to be poor agricultural land, which is defined as being Class 5 to 7 soils as shown on the Ministry of Agricultural Capability Mapping, and is not suited to an agricultural or agricultural related use;
- No more than 3 severances shall be granted from any lot as it existed on January 1, 1985; and
- The effect of such a severance does not interfere with or restrict the viability of adjoining farm activities or other adjacent land uses.

As a result of the background work undertaken Planning staff recommend amending Section 6.3.3 ("Special Policies Non-Farm Residential Severances in the Rural Designation") to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). It is important to consider the impact of future development and policy review in the coming years in the Township.

Mayor Doyle opened the floor to questions/comments from Council and the Public.

- Q. Harry Hulton Why does use of agricultural land differ in other parts of the province, ie. Niagara Region development?
- A. In the 1980 – 1990's developers purchased land and created plans for subdivisions and other development.
- Q. Glenn Mosier Why is development restricted to settlement areas, the whole of Wolfe Island should be considered rural residential? There is no additional demand for service when the lots are created along roads which are already there.
- A. Provincial directives dictate the agricultural designation and where growth should occur. During the Official Plan Comprehensive review, the expansion of the settlement area can be given consideration.
- Q. Dave Woodman Based on the amount of available land, why are so few lots allowed?
- A. Some are existing vacant lots of record. The number of lots created by consent is limited however Plans of Subdivision can be an option to accommodate additional growth.
- Q. Barb Springgay If a parcel of land has had two severances they can now have two more where in the past they would have only been allowed one. If the parcel has already had four severances, they have maxed out the number of lots on that parcel.



- Q. Eldon McCready      What is the minimum lot size?
- A. 1 ¼ acres frontage is dependent on the location.
- Q. Duncan Pyke          If agricultural what are the restrictions?
- A. The minimum size on agricultural land is 50 acres.
- Q. Glenn Mosier          Wolfe Island is unique with regard to its location, the number of farms is dwindling and the designation of agricultural land is restricting opportunities for growth. Is it possible to have OMAFRA reconsider these designations?
- A. A review of the policies and restrictions can be undertaken at the in 2019 when the Comprehensive Review is undertaken, compliance with the Provincial Policy Statement will still be required.
- Q. Dave Woodman        If the land is zoned rural residential does the option for an additional severance still apply?
- A. Yes, providing there is compliance with the conditions.

Glenn Mosier stated that the additional lot is a good step forward however Council and the Community need to work together and lobby OMAFRA to loosen up the rules for agricultural land designations.

Moved By:              Councillor Grant                      (SPM-02-08/05-2018)  
 Seconded By:         Councillor Springgay

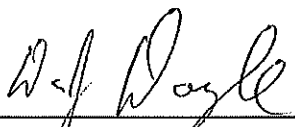
THAT the Council of the Corporation of the Township of Frontenac Islands direct staff to prepare an Official Plan Amendment report and adopting By-Law for the June 11<sup>th</sup> 2018 Council meeting including a section explaining the effect written and oral submissions received from the required public meetings held under the Planning Act had on the recommendation.

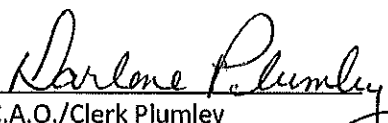
Adjournment was then introduced.

Motioned By:         Councillor Springgay                (SPM-03-08/05-2018)  
 Seconded By:         Councillor Grant

THAT the meeting be adjourned at 7:20 p.m.

CARRIED

  
 \_\_\_\_\_  
 Mayor Doyle

  
 \_\_\_\_\_  
 C.A.O./Clerk Plumley



# Planning Report

**TO:** MEMBERS OF COUNCIL

**FROM:** JOE GALLIVAN  
DIRECTOR  
PLANNING & ECONOMIC DEVELOPMENT  
COUNTY OF FRONTENAC

**RE:** OFFICIAL PLAN POLICY  
RESTRICTION OF SEVERANCES IN RURAL AREAS

**RECOMMENDATION:** RECEIVE REPORT

**DATE PREPARED:** APRIL 5<sup>TH</sup>, 2017  
**DATE OF MEETING:** APRIL 10<sup>TH</sup>, 2017

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## ***Recommendation***

**Be It Resolved That** the Council of the Township of Frontenac Islands accept the Planning Report – “Official Plan Policy – Restriction of Severances in Rural Areas”;

**And Further That** Council direct staff to set a date for Public Meeting(s) to receive comments from citizens on to consider allowing more residential lots to be created in the Rural areas of the Township.

## ***Background***

At the March 13<sup>th</sup> Township Council meeting the following resolution was passed:

*“That the C.A.O. confirm that (the) County Planner will be in attendance at the April meeting to provide information requested concerning the background study necessary to commence the process to change the date for severance allowance.”*

## Planning Policy Development

Prior to amalgamation in 1998 the former Township of Howe Island did not have an Official Plan. The former Township of Wolfe Island did have an Official Plan but did not have any policies with respect to the limit of severances on a land holding. It is understood that the current policy that allows for three severances from a lot of record as of January 1<sup>st</sup>, 1985, was based on an approach used across the County by the Frontenac County Land Division Committee (note: the Land Division Committee was eliminated as part of the amalgamation process).

## Existing Policy

The Township Official Plan contains a policy section (Section 6) that provides guiding principles for Council and/or the Committee of Adjustment to consider as part of reviewing a development proposal.

Section 6 of the Plan contains specific policies (6.3) for 'Criteria for Assessing Land Division Applications'. The criteria includes the following:

- Residential development should, wherever possible, occur by Plan of Subdivision or Plan of Condominium, and consents should be considered only where a subdivision plan "is not necessary for proper and orderly development".
- When considering a severance, Council should have regard to the amount of existing developed and vacant lots on the islands, as well as population projections.
- Consents should be considered on a limited basis and in such cases that the request is relatively minor and will not affect the future potential of the balance of the land holding.

Section 6 of the Plan contains a specific policy (6.3.3) for "non-farm residential severances in the Rural designation". This section contains, in part, the following:

- Creation of lots for new non-farm single detached dwellings should only be considered where the land is deemed to be poor agricultural land.
- No more than 3 severances shall be granted from any lot as it existed on January 1, 1985.

It is this last policy statement – limit of 3 severances per lot as of 1985 -- that Council has requested direction and possible changes to the Official Plan.

## Current Vacant Lot Supply

Using the County GIS services an approximation of the number of vacant lots available for residential development has been determined within the following criteria:

- Lands designated 'Rural' in the Township Official Plan to comply with policies in Section 6.3.3. ; and
- Lot size between 1 acre to 3 acres (basis: these are lots that have the potential to be used for residential development, including 'undersized' lots that could be developed through Committee of Adjustment planning approvals).
- Vacant lots in Marysville excluded as they are within the 'Village' designation.

Using MPAC data, there are approximately 85 vacant residential lots in the Township of Frontenac Islands:

- Wolfe Island – 45 lots
- Simcoe Island – 5 lots
- Howe Island – 35 lots

Planning staff will do more detailed analysis on a property-by-property basis should Council want to hold a Public Meeting on this issue.

### **Next Steps**

Should Council wish to consider allowing more residential development in the Rural designations, staff recommend that Council set the date(s) for a Public Meeting to receive comments from citizens.

Sincerely,

*Prepared by:*  
Joe Gallivan MCIP  
Director of Planning and Economic  
Development  
County of Frontenac



Frontenac Islands Open House  
Lot Creation Policies in the Rural Area  
Wolfe Island – 22 June 2017





## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **Purpose:**

- To receive comments from citizens to consider allowing more residential lots to be created in the Rural Area designation of the Township.



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## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **Direction (Council Resolution):**

- “That the C.A.O. confirm that (the) County Planner will be in attendance at the April meeting to provide information requested concerning the background study necessary to commence the process to change the date for severance allowance.” (March 13<sup>th</sup>, 2017 Council meeting).



**FRONTENAC**

## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **Current Official Plan Policy:**

- Section 6.3 – Criteria for Assessing Land Division Applications
  - When considering a severance, **“Council shall have regard to the amount of existing developed and vacant lots on the islands, as well as population projections”**
  - Consents to be considered on a **“limited basis”**



**FRONTENAC**



## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **Current Official Plan Policy:**

- Section 6.3.3 – Non-Farm Severances in Rural Designation
  - New lot creation for residential only to be considered if land is deemed poor agricultural.
  - **No more than 3 severances shall be granted from any lot as it existed on January 1<sup>st</sup>, 1985.**



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## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **Planning History:**

- Pre-Amalgamation (1998)
  - Howe Island Township – no Official Plan
  - Wolfe Island Township – Official Plan, but no severance restrictions.
  - Frontenac County Land Division Committee – working policy of 3 severances per lot of record (Jan 1<sup>st</sup>, 1985) across the County.



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## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **County Official Plan:**

- Section 3.3 – Rural Lands
  - “...intended to guide rural type development while at the same time protecting the rural character, heritage, and natural resources of the County.”
  - Permitted Uses include . . .
    - Rural residential “at a limited scale”
    - Rural recreational



FRONTENAC



## Frontenac Islands Open House Official Plan -- Lot Creation Policies

### **Provincial Policy Statement:**

- Section 3.3 – Rural Lands
  - *“settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.”*
- Section 1.1.4.2
  - *“ in rural areas, rural settlement areas shall be the focus of growth and development ...”*

# Frontenac Islands Open House Official Plan -- Lot Creation Policies





## Frontenac Islands Open House Official Plan -- Lot Creation Policies

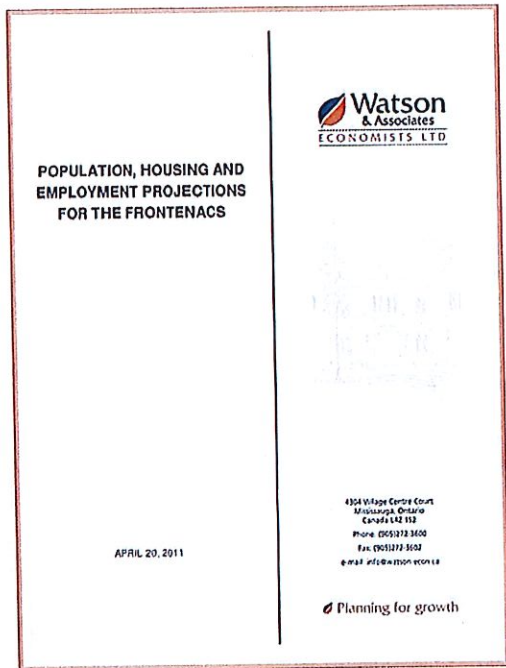
### **Secondary Plan:**

- Helps understand opportunities and address issues related to land use in certain defined geographic areas.
- Provide specific policies for Marysville where more detailed direction is needed for matters beyond the general framework provided by the Official Plan.
- Provide an opportunity to promote consistency in new/developing areas and compatibility within existing areas that require revitalization.



**FRONTENAC**

# Frontenac Islands Open House Official Plan – Lot Creation Policies Population Projections 2011 to 2036



## Background:

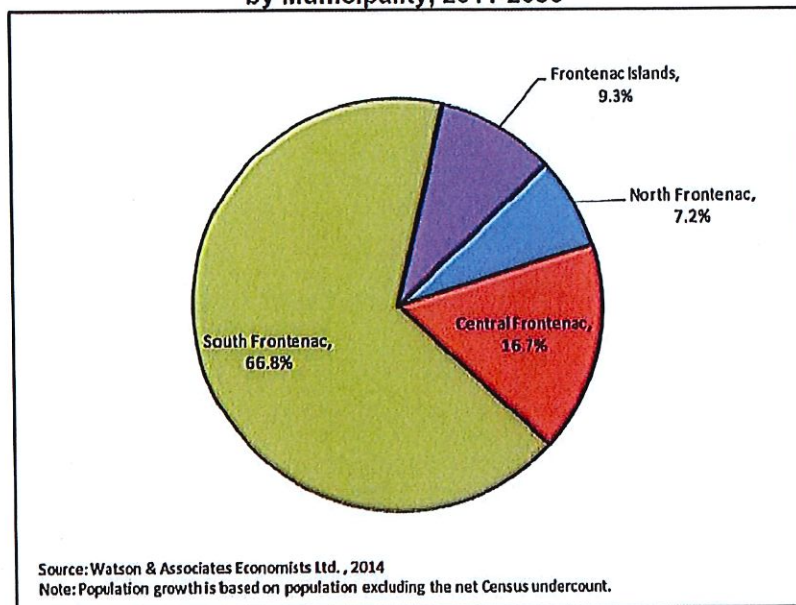
- County wide population projections – 2011 Census data
- Population, Housing, Employment
- Permanent and Seasonal projections by Township



FRONTENAC

# Frontenac Islands Open House Official Plan – Lot Creation Policies Population Projections

Frontenac County  
Allocation of Permanent Population Growth  
by Municipality, 2011-2036





**Table F-3a  
Howe Island  
Permanent Population and Household Forecast by Municipality, 2011-2036**

Year	Population (Excluding Census Undercount) <sup>1</sup>	Population (Including Census Undercount) <sup>1</sup>	Households				Persons Per Unit <sup>2</sup>	
			Low Density	Conversions Net (From Seasonal to Permanent)	Medium Density	High Density		Total
2006	600	615	250	-	-	-	250	2.46
2011	600	615	260	-	-	-	260	2.37
2016	645	660	280	-	-	-	280	2.36
2021	700	720	300	5	-	-	305	2.36
2026	710	730	310	5	-	-	315	2.32
2031	750	770	325	10	-	-	335	2.30
2036	760	780	335	10	-	-	345	2.26
<b>2006-2011</b>	-	-	10	-	-	-	10	
<b>2011-2016</b>	45	45	20	-	-	-	20	
<b>2011-2021</b>	100	105	40	5	-	-	45	
<b>2011-2026</b>	110	115	50	5	-	-	55	
<b>2011-2031</b>	150	155	65	10	-	-	75	
<b>2011-2036</b>	160	165	75	10	-	-	85	
<b>Percentage Household Growth by Unit Type, 2011-2036</b>			100.0%		0.0%	0.0%	100.0%	

Source: Watson & Associates Economists Ltd., 2014.

Note: Numbers may not add precisely due to rounding.

1. Census Undercount is estimated at approximately 2.5%.

2. PPU Calculation based on Population Including the Census Undercount.



**FRONTENAC**

**Table F-3b**  
**Wolfe Island**  
**Permanent Population and Household Forecast by Municipality, 2011-2036**

Year	Population (Excluding Census Undercount) <sup>1</sup>	Population (Including Census Undercount) <sup>1</sup>	Households					Persons Per Unit <sup>2</sup>
			Low Density	Conversions Net (From Seasonal to Permanent)	Medium Density	High Density	Total	
2006	1,300	1,335	520	-	-	10	530	2.52
2011	1,350	1,385	540	-	-	10	550	2.52
2016	1,475	1,510	590	5	-	10	605	2.50
2021	1,525	1,565	620	5	-	10	635	2.46
2026	1,585	1,625	650	10	-	10	670	2.43
2031	1,615	1,655	675	10	-	10	695	2.38
2036	1,675	1,715	705	15	-	10	730	2.35
<b>2006-2011</b>	<b>50</b>	<b>50</b>	<b>20</b>				<b>20</b>	
<b>2011-2016</b>	<b>125</b>	<b>125</b>	<b>50</b>	<b>5</b>			<b>55</b>	
<b>2011-2021</b>	<b>175</b>	<b>180</b>	<b>80</b>	<b>5</b>			<b>86</b>	
<b>2011-2026</b>	<b>235</b>	<b>240</b>	<b>110</b>	<b>10</b>			<b>120</b>	
<b>2011-2031</b>	<b>265</b>	<b>270</b>	<b>135</b>	<b>10</b>			<b>145</b>	
<b>2011-2036</b>	<b>325</b>	<b>330</b>	<b>165</b>	<b>15</b>			<b>180</b>	
<b>Percentage Household Growth by Unit Type, 2011-2036</b>			<b>100.0%</b>		<b>0.0%</b>	<b>0.0%</b>	<b>100.0%</b>	

Source: Watson & Associates Economists Ltd., 2014.

Note: Numbers may not add precisely due to rounding.

1. Census Undercount is estimated at approximately 2.5%.

2. PPU Calculation based on Population Including the Census Undercount.

## Severances in Rural Designation – GIS Analysis

### 6.3.3 Special Policies for Non-Farm Residential Severances in the Rural Designation

#### Methodology:

- Zoning within Rural Area designation was identified.
- Vacant lands suitable for development were identified.
- Lands were identified for potential consents if the date was reset to June 1, 2017.
- Number of consents from 1985 - 2016.



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## Rural Area Designation Zoning – GIS Analysis

### **Zones identified as being within the Rural Area designation:**

- Rural (RU)
- Rural Residential (RR)
- Seasonal Residential (RS) – Wolfe Only
- Limited Service Residential (LSR)
- Shoreline Residential Type 1 (SR1) – Howe Only
- Shoreline Residential Type 2 (SR2) – Howe Only

## Vacant Land – GIS Analysis

### **Vacant Lands Suitable for Development:**

- Rural Area designation
- 1-3 acres in size (suitable for residential dwelling)
- Vacant





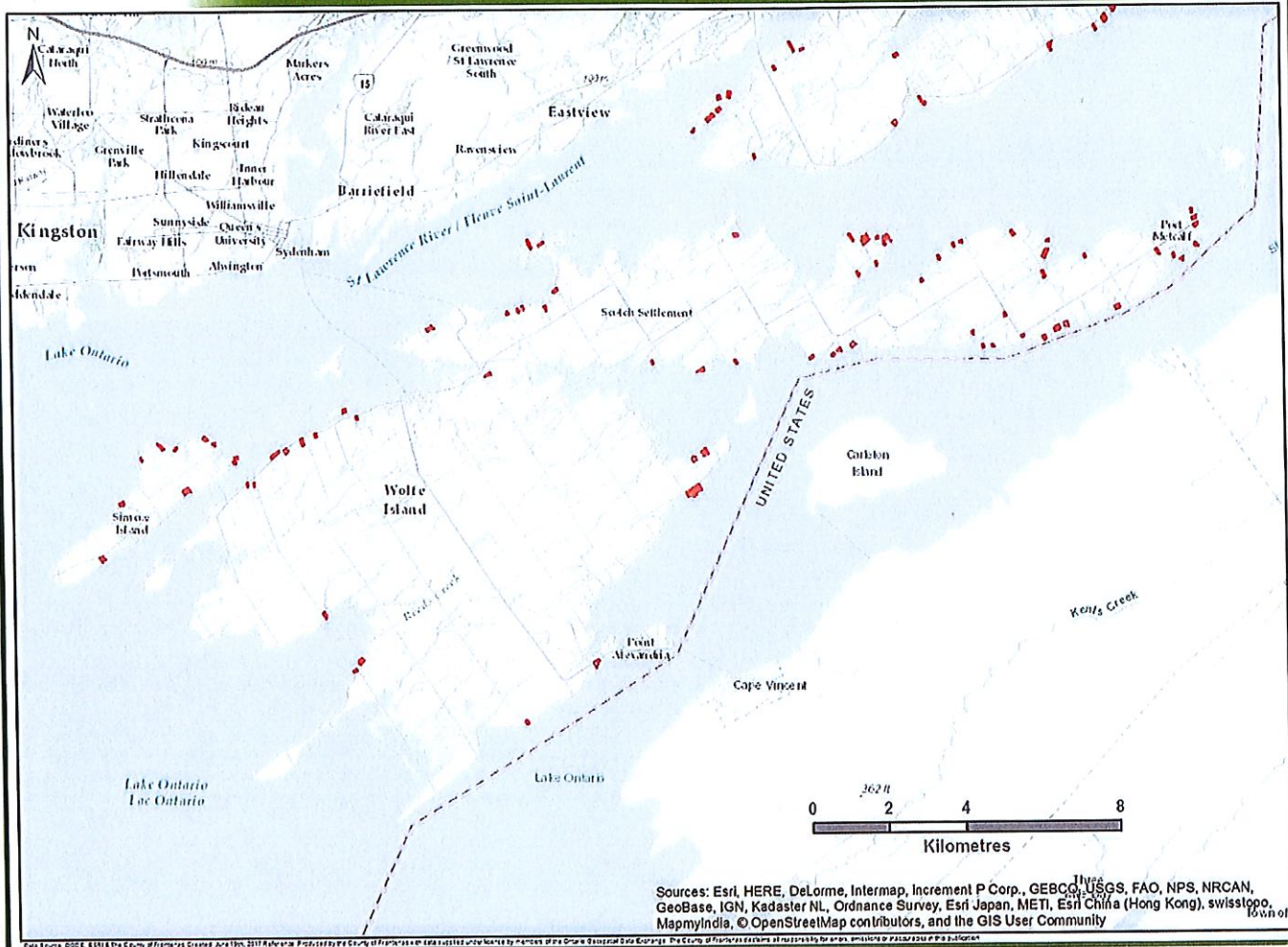
## Vacant Land – GIS Analysis

Zoning	Wolfe	Simcoe
Rural (RU)	38	2
Limited Service Residential (LSR)	51	13
Rural Residential (RR)	1	0
Shoreline Residential Type 1 (SR1)	N/A	N/A
Shoreline Residential Type 2 (SR2)	N/A	N/A
Seasonal Residential (RS)	7	0
<b>TOTAL</b>	<b>94</b>	<b>15</b>



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# WOLFE ISLAND - VACANT LAND (1-3 ACRES; RURAL)



Sources: Esri, HERE, DeLorme, Intermap, Increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

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## Future Consent Potential – GIS Analysis



**How many severances may occur if the date was reset to June 1, 2017? Calculated potential new lots for 1, 2, and 3 severances.**

### **Methodology:**

- Minimum lot area for each zone in Rural Area
- Minimum lot frontage for each zone in Rural Area
- To sever off one lot, required to have twice the minimum lot area and frontage
- General analysis that did not consider placement of existing buildings



## Future Consent Potential – At Least One Consent

	Minimum Lot Area for One Parcel	Minimum Lot Area to Permit One Consent	Minimum Frontage for One Parcel	Minimum Frontage to Permit One Consent
Rural (RU)	0.405 ha	0.81 ha	45 m	90 m
Limited Service Residential (LSR)	0.405 ha	0.81 ha	45 m	90 m
Rural Residential (RR)	0.405 ha	0.81 ha	45 m	90 m
Shoreline Residential Type 1 (SR1)	0.405 ha	0.81 ha	45 m	90 m
Shoreline Residential Type 2 (SR2)	0.405 ha	0.81 ha	45 m	90 m
Seasonal Residential (RS) – Wolfe Island	0.2 ha <b>x2</b> 	0.4 ha	30 m <b>x2</b> 	60 m

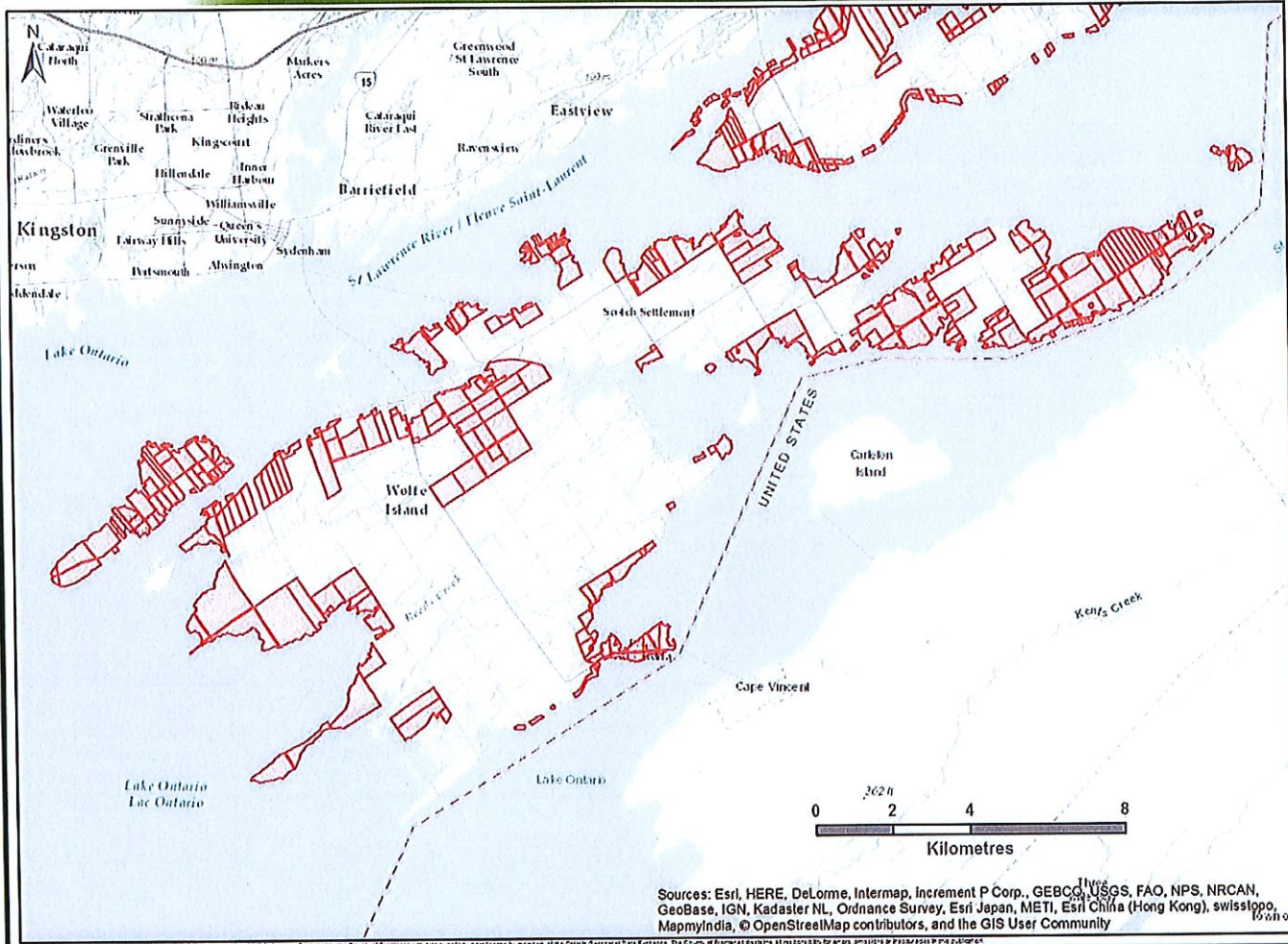


## Future Consent Potential – At Least One Consent





# WOLFE ISLAND - POTENTIAL FOR 1 CONSENT (RURAL)



Sources: Esri, HERE, DeLorme, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

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## Future Consent Potential – At Least One Consent

Zoning	Wolfe	Simcoe
Rural (RU)	218	30
Limited Service Residential (LSR)	44	9
Rural Residential (RR)	2	0
Shoreline Residential Type 1 (SR1)	N/A	N/A
Shoreline Residential Type 2 (SR2)	N/A	N/A
Seasonal Residential (RS)	3	2
<b>TOTAL</b>	<b>267</b>	<b>41</b>

Resetting the date to June 1, 2017 would create -

Wolfe Island: **267 new lots created**, 267 retained lots.

Simcoe Island: **41 new lots created**, 41 retained lots.



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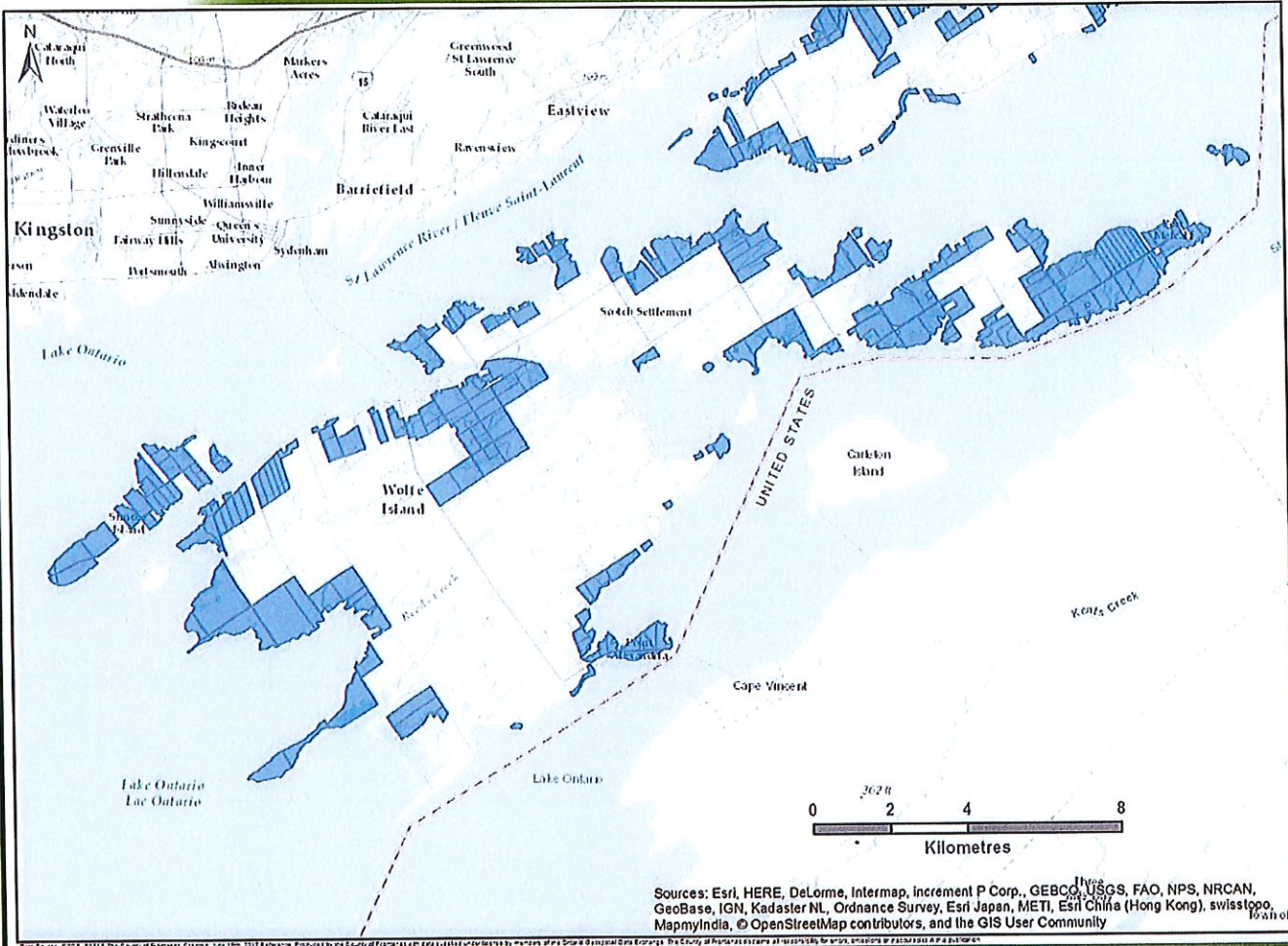


## Future Consent Potential – At Least Two Consents





# WOLFE ISLAND - POTENTIAL FOR 2 CONSENTS (RURAL)



Sources: Esri, HERE, DeLorme, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

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## Future Consent Potential – At Least Two Consents

Zoning	Wolfe	Simcoe
Rural (RU)	184	22
Limited Service Residential (LSR)	18	2
Rural Residential (RR)	1	0
Shoreline Residential Type 1 (SR1)	N/A	N/A
Shoreline Residential Type 2 (SR2)	N/A	N/A
Seasonal Residential (RS)	3	2
<b>TOTAL</b>	<b>206</b>	<b>26</b>

Resetting the date to June 1, 2017 would create -

Wolfe Island: **473 new lots created**, 267 retained lots.

Simcoe Island: **67 new lots created**, 41 retained lots.



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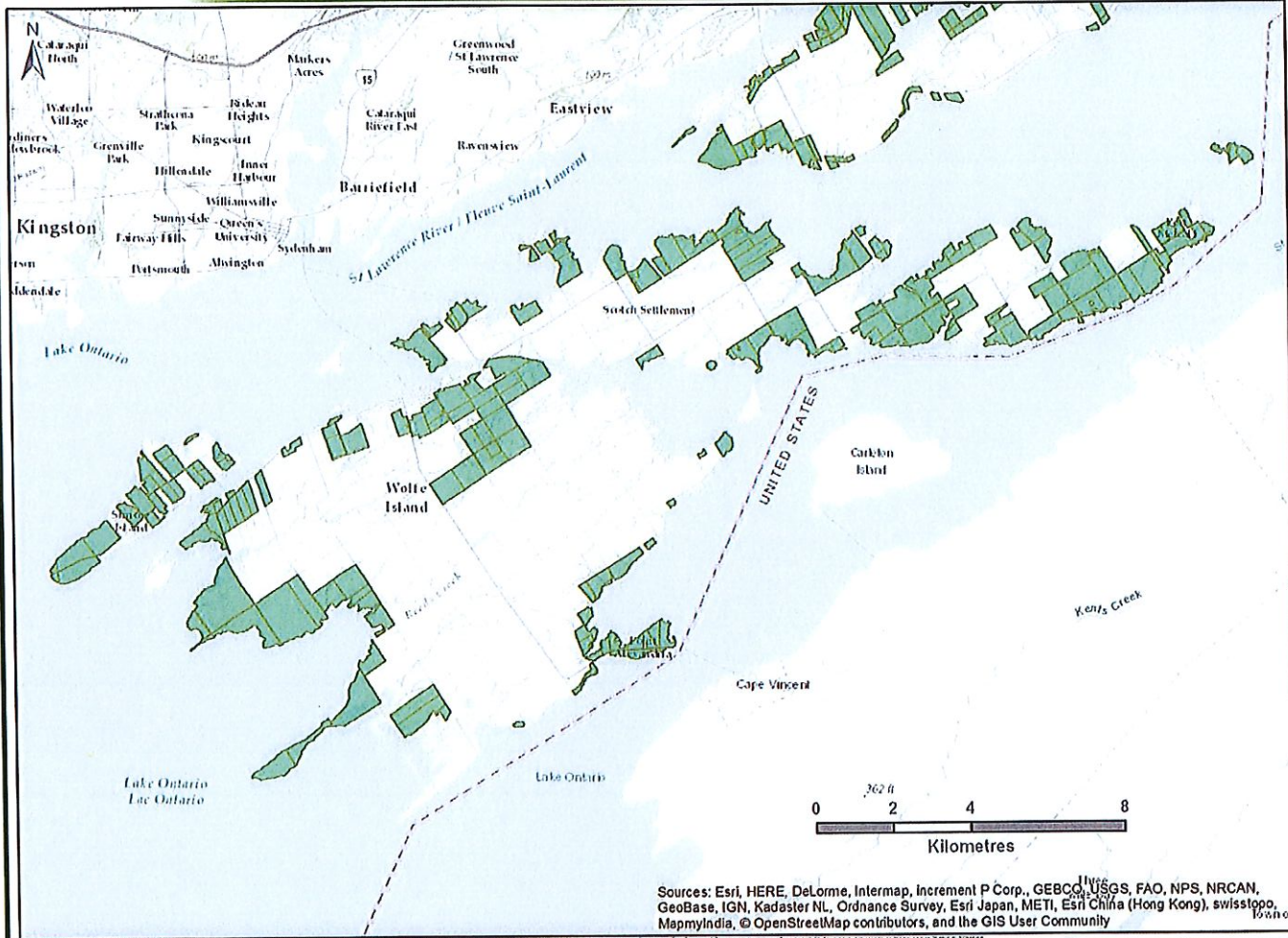


## Future Consent Potential – Three Consents





# WOLFE ISLAND - POTENTIAL FOR 3 CONSENTS (RURAL)



Sources: Esri, HERE, DeLorme, Intermap, increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), swisstopo, MapmyIndia, © OpenStreetMap contributors, and the GIS User Community

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## Future Consent Potential – Three Consents

Zoning	Wolfe	Simcoe
Rural (RU)	152	19
Limited Service Residential (LSR)	10	2
Rural Residential (RR)	1	0
Shoreline Residential Type 1 (SR1)	N/A	N/A
Shoreline Residential Type 2 (SR2)	N/A	N/A
Seasonal Residential (RS)	3	2
<b>TOTAL</b>	<b>166</b>	<b>21</b>

Resetting the date to June 1, 2017 would create -  
Wolfe Island: **639 new lots created**, 267 retained lots.  
Simcoe Island: **88 new lots created**, 41 retained lots.



## Land Analysis – Summary Wolfe Island

### Vacant Land:

- 39 lots of record

### Future Consent Potential:

	1 Consent	2 Consents	3 Consents
Wolfe New Lots	267	473	639
Simcoe New Lots	41	67	88

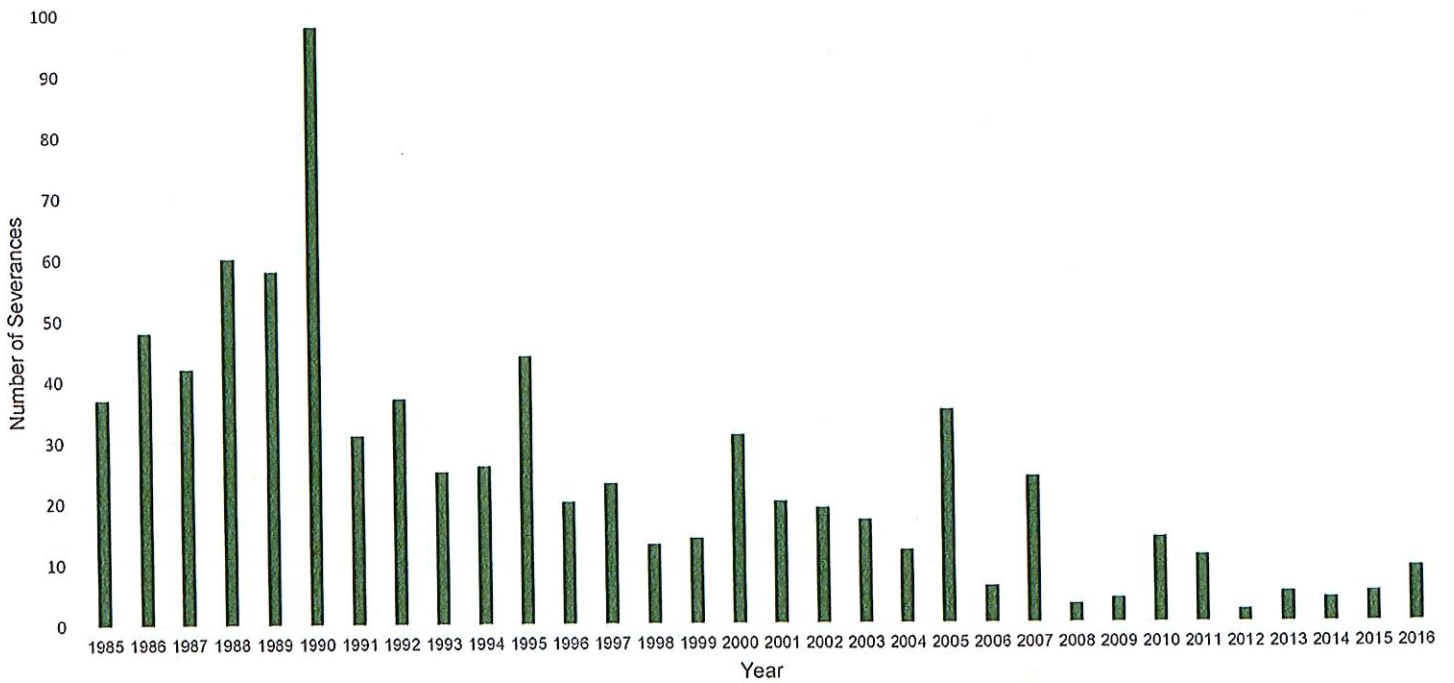
## Severances from 1985-2016

**How many severances occurred from 1985-2016?**

### **Methodology:**

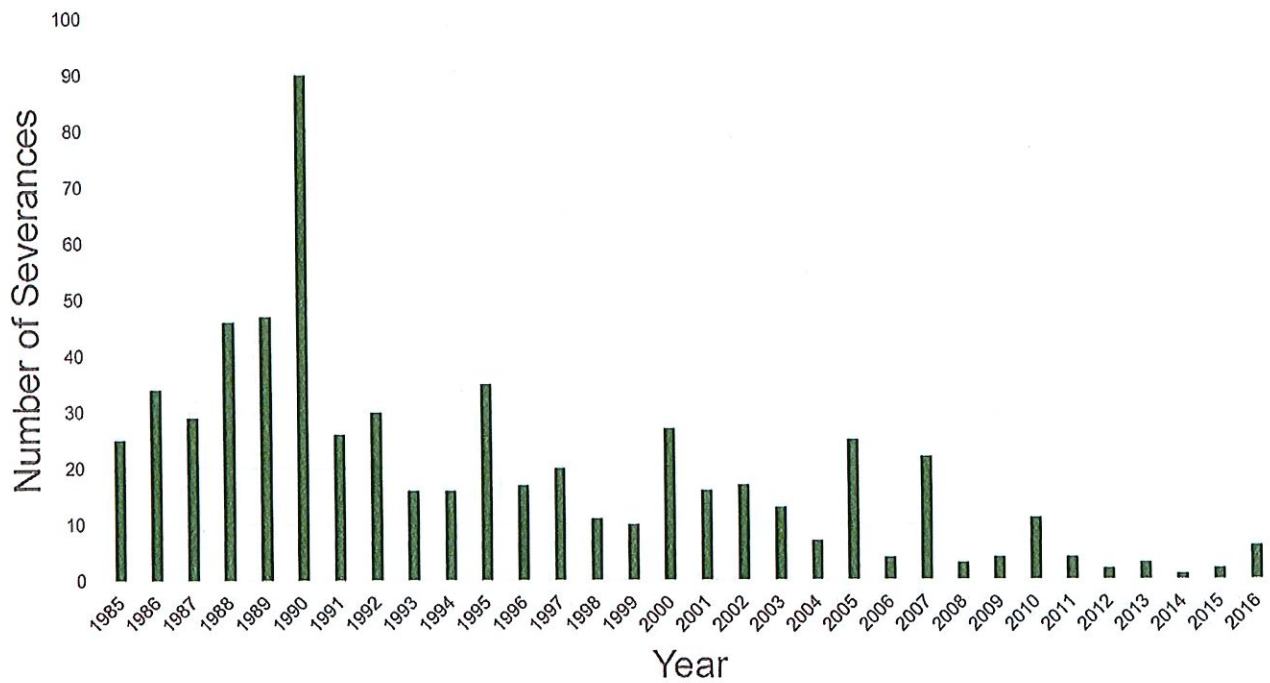
- Requested spreadsheets from the Township showing consents from 1985-2016.
- Removed lot additions when identified.

# Frontenac Islands Severances (1985 – 2016)



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## Wolfe and Simcoe Island Severances (1985 – 2016)





## Public Meeting – Official Plan Amendment

Comments received at the Open Houses will provide direction for how (or if) the policy may be amended.

Opportunity to provide comments at the formal Public Meeting to be held in August or early Fall. At the Public Meeting, comments received at the Open Houses will be incorporated into the policy direction.

Questions or comments may be sent to the Township Offices in the meantime.

Watch for the notice of the Public Meeting later Summer!





## What are your thoughts?

How would you like to see Frontenac Islands continue to develop in the Rural Area designation?

What are your thoughts on changing the severance date in the Official Plan?

Is changing the date premature or is this needed?

What are your concerns with not changing the date?

# Questions/Comments?

Comments or Questions may be directed to the Township Offices after the Open Houses. A public notice will be sent out regarding the time and location of the Public Meeting.



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# Public Meeting Report

**To:** Mayor and Members of Council

**From:** Megan Rueckwald  
Community Planner  
County of Frontenac

**Re: Public Meeting – Non-Farm Residential Severances in the Rural Designation, Section 6.3.3 – Proposed Official Plan Policy Amendment**

**Date of Public Meetings:** Howe Island: May 7, 2018  
Wolfe Island: May 8, 2018

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## Recommendation

**THAT** Council receive comments at the public meetings as required under the *Planning Act*.

**AND FURTHER THAT** Council direct planning staff to prepare an Official Plan Amendment report and adopting By-law to Council for the June 11, 2018 Council meeting including a section explaining the effect written and oral submissions received from the required public meetings held under the *Planning Act* had on the recommendation.

## Introduction

This report provides information on the proposed Township-initiated Official Plan Amendment to Section 6.3.3 ("Special Policies Non-Farm Residential Severances in the Rural Designation") to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). Frontenac Islands Council is seeking input from the public at the required public meetings under the *Planning Act*.

## Background

In April 2017, Council directed planning staff to commence the background research necessary to begin the process to change the date for severances in Section 6.3.3 of the Township Official Plan. Section 6.3.3 of the Township of Frontenac Islands Official Plan ("Special Policies Non-Farm Residential Severances in the Rural Designation") states that a consent to a land severance may be granted to allow the establishment of a new non-farm single dwelling where such lands satisfy the following criteria:

- The land is deemed to be poor agricultural land, which is defined as being Class 5 to 7 soils as shown on the Ministry of Agricultural Capability Mapping, and is not suited to an agricultural or agricultural related use;
- No more than 3 severances shall be granted from any lot as it existed on January 1, 1985; and
- The effect of such a severance does not interfere with or restrict the viability of adjoining farm activities or other adjacent land uses.

At the April, 2017 Council meeting, members of Council expressed concerns with the fact that the current date in the policy was restricting development in the Township; members of the public also voiced concerns over their inability to sever lots for family, requesting an update to the date in the policy. Members of Council confirmed that separate policies would be considered for Howe and Wolfe Island (in this analysis, Wolfe Island comprises all lands in Township excluding Howe Island).

With regard to Council's direction, planning staff undertook a comprehensive review of existing development pressures in the Township and the number and location of severances granted since 1985. A desktop analysis was done to look at the number of vacant lots in the Township (suitable for a single family dwelling) as well as the potential for new lot creation if the date in the Plan were to be reset. Planning staff have concluded that resetting the date in the Plan to June 2017 was not consistent with the Provincial Policy Statement, 2014.

Public meetings were held on both Howe Island (June 20, 2017) and Wolfe Island (June 22, 2017) where public opinion was heard regarding the number of severances permitted and the date in the Plan. At this time, concerns were also raised regarding transportation planning and ferry capacity. Questions regarding suitable servicing and water availability were also asked.

Comments received at the public meetings, and written submissions provided thereafter, indicated support for permitting additional severances on Wolfe Island with caution being raised from residents on Howe Island for allowing more development without review of the larger context development policies.

Following these meetings, staff completed a comprehensive review of severances granted in the Rural designation in the Township from 1998 to present. January 1, 1998 was selected as a starting point for the analysis because it was the year that Howe Island Township and Wolfe Island Township amalgamated to become Frontenac Islands Township. To complete this analysis and determine the potential for new severances if the date were to be reset to January 1, 1998, parcel fabric from 1998 was required. Requests were sent to MPAC and Teranet Inc. to provide the parcel fabric and files; planning staff were informed that this information was not available. In order to recreate the parcel fabric, County and Township staff used sketches in the severance files from 2006 to 1998 (digital MPAC parcel fabric was available from 2008 onwards). Analysis of the data indicated that moving the date forward to January 1, 1998 would permit significant severance potential in the Rural designation.

During the analysis and creation of the 1998 parcel fabric, it came to light that the number of consents approved in the Township and tracked in the available spreadsheets included new lot creation but also lot additions and right-of-way creation. As such, the analysis for Wolfe Island needed to include an assumption that the number of severance approvals were inflated because those numbers were all applications received rather than approvals and included not only lot creation but also lot additions and right-of-way applications.

A significant number of consent applications were granted on Wolfe Island in the late 1980s and throughout the 1990s. In 1990 alone, the Township has record of 90 consent approvals. Moving the date forward beyond this time and permitting three severances has the potential to result in unorderly and uncontrolled development in the Rural designation. This development would not be consistent with the 2014 Provincial Policy Statement nor the policies in the Township Official Plan; fragmented strip development could take place across the Island.

With consideration to the findings of the parcel fabric severance analysis along with the number of consent applications approved by the Township since 1985, planning staff recommend that the date in the Section 6.3.3 of the Official Plan remain as is but that the number of severances permitted increase from three to four from any lot as it existed on January 1, 1985 for Wolfe Island. Comments received at the public meeting and analysis of the existing severance potential on Howe Island do not constitute permitting additional severances at this time.

## **Relevant Planning Policy Review**

### **Provincial Policy Statement, 2014**

The Provincial Policy Statement (PPS) provides direction on matters of provincial interest related to land use planning and development. Section 3 of the *Planning Act* requires that decisions affecting planning matters “shall be consistent with” policy statements issued under the Act; this includes the PPS. When directing development on *rural lands*, a planning authority shall apply relevant policies of Section 1: Building Strong and Healthy Communities, as well as the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety. Section 1.1.5.2 states that on *rural lands* located in municipalities, permitted uses are:

- a) The management or use of resources;
- b) Resource-based recreational uses (including recreational dwellings);
- c) Limited residential development;
- d) Cemeteries; and
- e) Other rural land uses.

Section 1.1.5 Rural Lands in Municipalities further states that development that is compatible with the rural landscape and can be sustained by rural service levels should be promoted. *Agricultural uses, agriculture-related uses, on-farm diversified uses* and



*normal farm practices* should be promoted and protected in accordance with provincial standards. New land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the *minimum distance separation formulae*.

The proposed recommendation to increase the number of permitted severances from three to four from any lot as it existed on January 1, 1985, on Wolfe Island will permit limited new residential development in the Rural designation. Some of this development within the Rural designation will be located on waterfront property, this is also permitted as resource-based recreational uses (including recreational dwellings) and therefore consistent with the PPS.

Section 1.1.3 Settlement Areas of the PPS recognizes the vitality of settlement areas as critical to the long-term economic prosperity of communities. Section 1.1.3.1 states that *settlement areas* shall be the focus of growth and development, and their vitality and regeneration shall be promoted. Marysville is the only settlement area in the Township. Direction and support were provided from Council to undergo a secondary plan for Marysville commencing in summer 2018. From this secondary plan will come policy recommendations for the future growth and efficient development patterns of Marysville. This study will consider additional development pressure resulting from increased ferry capacity and service of a second ferry. Increasing the number of permitted severances beyond the recommended official plan amendment, prior to the completion of the secondary plan, would not be consistent with Section 1.1.3 of the PPS.

### **County of Frontenac Official Plan, 2016**

The County of Frontenac Official Plan is a framework for guiding development in the County through the management and protection of the natural environment and by providing direction and influence on growth patterns. It is focused on the six themes of economic sustainability, growth management, community building, housing and social services, heritage and culture, and environmental sustainability.

Section 3: Growth Management of the County's Official Plan sets out policies intended to help guide new development across Frontenac County. These policies are intended to manage change from a regional level. Section 3.2.2 Settlement Area Policies identify the historic settlement patterns in the County and efficient development patterns. With regards to rural development, the Plan states that rural residential development will continue to be an important component of household growth in the County, given that overall residential development is projected to be limited. Demonstration of limited rural residential development in Township Official plans may include such measures as limits to the number of lots granted through consents.

Section 3.3 Rural Lands provide objectives and policies for lands outside of settlement areas. Objectives include preserving open space, promoting rural living in a manner sensitive to the ecological balance, maintaining economic stability, and preserving the farming community. Increasing the number of severances permitted on a lot as it existed on January 1, 1985, from three to four will provide for limited residential

development on Wolfe Island. This will conform to the policies in the County of Frontenac Official Plan.

### **Township of Frontenac Islands Official Plan, July 2013 Consolidated Version**

The Township of Frontenac Islands Official Plan is a guiding policy document for sustainable growth in the Township. It is a policy of the Plan to maintain a permanent and viable agricultural industry throughout the Township. It is the intent of the Plan to protect land suitable for agricultural production from scattered development and land uses which are unrelated to agriculture. The Township will direct limited non-farm growth to the Rural areas provided it will not interfere with or limit existing farm activity in the Rural designation. The development of land in the Rural areas will be primarily by consent to a land severance. As such, the Township Official Plan supports limited residential development in the Rural designation and recognizes that this will be achieved through consent applications. Any new development (including creation of new lots), must comply with the minimum distance separation (MDS) formulae. This will ensure that new lots do not limit existing farm activity and minimize odour conflicts between livestock facilities and development.

Section 5.2.3.8 of the Township Official Plan states that the establishment of new non-farm related development will generally be discouraged throughout the Rural designation. Limited non-farm development, however, will be permitted on lots created by a consent to a land severance by the Approval Authority in accordance with the policies contained in Section 6.3.3 Special Policies Non-Farm Residential Severances in the Rural Designation. Further, existing non-farm residential development may be appropriately zoned in the implementing Zoning By-law where a node or cluster of such uses exists. Where such development has been zoned, infilling of residential uses may be permitted in accordance with the policies of Section 6.3 hereof. The expansion of the nodes or clusters of non-farm residential development shall generally be discouraged.

Section 5.2.4 Shoreland Areas of the Official Plan speaks to the protection of the lands along waterbodies in the Township from development that would compromise its environmental and ecological integrity. Where shoreland area has been developed in a linear fashion, the land on the other side of this linear row of development may be developed with limited residential uses, in keeping with the consent policies in the Rural designation.

Increasing the number of severances granted from three to four for any lot as it existed on January 1, 1985 will result in additional development within the Rural Area and Shoreland Area of the Township. The Township policies support limited residential development with regard to the viability of agriculture in the Township. Increasing the number of permitted severances will result in the potential for additional growth in the Rural areas, but keeping within the framework of the Official Plan policies. During the comprehensive review of the Zoning By-law, it is recommended that Council consider zoning nodes and clusters of residential development in the Township and promoting infilling in these areas. Any development beyond the recommended increase from three

to four severances would not be in keeping with the policies in the Township Official Plan.

### Planning Analysis

Planning staff completed a comprehensive study of severance and development potential when reviewing the possibility of resetting the date in Section 6.3.3 of the Township Official Plan. This review involved an analysis of vacant lots, number of consents since 1985, moving the date forward in the severance policy from January 1, 1985, and permitting an additional severance.

### Vacant Land Analysis

Vacant lands were identified that were suitable for development. Land with zoning that was located within the Rural designation of the Official Plan were identified and lots between 1 to 3 acres were then selected. This lot area was selected due to its suitability for a residential dwelling. From this section, lots deemed vacant (using MPAC structure codes) fitting this criteria were selected. Lots were visually verified using the 2014 aerial imagery and the results tallied per island (Table 1.). The results indicate that there is suitable land for development in the Township with the majority of lots being located in the Rural and Limited Service Residential Zone (private road access).

Table 1. Vacant land analysis for Frontenac Islands.

	Wolfe	Howe	Hickory-Francis	Simcoe
Rural (RU)	38	6	3	2
Limited Service Residential (LSR)	51	5	0	13
Rural Residential (RR)	1	12	0	0
Shoreline Residential Type 1 (SR1)	N/A	14	0	0
Shoreline Residential Type 2 (SR2)	N/A	2	0	0
Seasonal Residential (RS)	7	N/A	N/A	0
<b>TOTAL</b>	<b>94</b>	<b>39</b>	<b>3</b>	<b>15</b>

### Population Projections for Frontenac Islands

In 2011, Watson & Associates Economists Ltd. completed the Population, Housing and Employment Projections for the Frontenacs using the 2011 census data. The consultant completed County wide population projections delineating between seasonal and permanent residential projections by Township. 9.3% of the permanent population growth for Frontenac County from 2011-2036 was allocated for Frontenac Islands. It is anticipated that some of this growth will occur on existing, vacant lots while new lots may also be created.

For Howe Island, the population of the Island is anticipated to increase by 160 residents from 2011-2036, resulting in a population of 760 residents (excluding census undercount). Over this same time, the number of permanent residential households is

anticipated to increase by 85, from 260 households in 2011 to 345 in 2036. The number of persons per unit is expected to drop from 2.37 to 2.26 from 2011 to 2036.

For Wolfe Island, the 2011 Population, Housing and Employment Projections for the Frontenacs projects that the population on Wolfe Island will increase from 1,350 people to 1,675 people from 2011-2036; this is a projected increase of 325 people over 25 years. The study projects that this will result in the creation of 180 new households from 2011-2036 with an average of 2.35 persons per unit by 2036. The vacant land analysis indicates that there are approximately 94 vacant lots on Wolfe Island suitable for single family residential development. The study projects that there will be an increase in 180 new households; it is anticipated that some of these new households will be the result of severance applications. The County of Frontenac will be updating the population projections in 2017; the updated population projections will incorporate increased ferry capacity to the Island and projected growth associated with this. These revised numbers will also be part of the development of the new Official Plan and Marysville Secondary Plan.

### **Number of Consent Applications from 1985-2016 – Wolfe and Howe Island**

Spreadsheets provided by the Township contained the number of consent applications received by the Township from 1985 to 2016 divided by Howe and Wolfe Island.

#### Wolfe Island Consent Activity

The spreadsheets, when tallied, show that there was considerable residential lot development on the Wolfe Island from 1985 through the 1990s. In total, there were 452 consent applications from 1985 to 2000; 1990 saw the greatest number of severance applications being received with 90 applications. It is important to note that these values are for consent applications which include lot addition, right-of-way applications and severances. Planning staff considered this in regard to the proposed recommendation; an in-depth review of files from 1998-2008 provided planning staff with an understanding of the number of severances submitted each year in relation to lot addition and right-of-way applications. Due to the high number of severances that occurred at this time, resetting the date to after this time may permit up to 452 severances to be applied for again. This number of severances would not be consistent with the PPS nor the Township and County Official Plans. However, the data does show that there has been a drop in the number of severance applications received relative to the 1990s. Increasing the number of severances from three to four on Wolfe Island will permit limited residential development through additional severances.

#### Howe Island Consent Activity

Howe Island has not experienced the development pressure that Wolfe Island did in the 1990s. From 1985 to 2000 there were 124 consent applications received by the Township. The maximum number of consent applications received in a calendar year during this time frame was in 14 in 1986 and 1988. From 2000 to 2016, 56 consent applications have been received by the Township of Howe

Island. Taking into consideration these values, and comments received at the public meeting, planning staff are recommending that there be no policy change for Howe Island. During the comprehensive Official Plan review, planning staff will review this policy along with transportation planning, lot size and frontage requirements, and future development pressures.

### **Future Consent Potential – Resetting the Date**

Planning staff worked with GIS staff to complete an analysis of severance potential with the intent of determining whether the date of January 1, 1985, should be moved forward and, if so, to what extent. With consideration of the minimum lot size and minimum frontage specified in the Township's Zoning By-law, area and frontage requirements to sever off one parcel of land, two and then three parcels were calculated. For instance, the minimum lot area in the Zoning By-law for Rural (RU) zone is 0.405 hectares (1 acre). In order to create one new residential lot from an existing land parcel, the minimum area of the original lot would be required to be twice the size of the original. Therefore, the minimum lot area required would be 0.81 hectares (2 acres). The same principle was applied to lot frontage for each zone. The results from this work determined the potential number of severances that would be permitted with resetting the date. Planning staff completed this analysis for resetting the date to the present as well as resetting the date to 1998 (year of amalgamation). This involved the recreation of the parcel fabric 1998 using the severance files retained by the Township. The number of potential severances that would be permitted with resetting the date to the present would not be considered limited residential development and not be consistent with the 2014 PPS nor conform to the County or Township Official Plan.

Using the 1998 parcel fabric, planning staff analysed severance potential using the current lot area and frontage requirements of the zones in the Rural designation. Resetting the date to January 1, 1998 and permitting three severances could result in significant strip development in the rural area of the Township; this would not be consistent with the PPS nor conform to the Township or County Official Plan policies. Planning staff considered the impact of limiting the number of severances to one but moving up the date of the policy to January 1, 1998. This direction would mean that residents who intended to use their potential to create three new lots would only be permitted to create one lot. There is a level of unfairness to this approach for those property owners who have not applied for a severance since 1985. On this basis staff do not recommend this option. Further, the number of severances to be permitted under this scenario has the potential to be greater than the recommended policy direction.

### **Increasing the Number of Severances Permitted**

Planning staff recommend that Section 6.3.3 of the Township Official Plan ("Special Policies Non-Farm Residential Severances in the Rural Designation") be amended to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). Amending the policy to increase the number of severances will permit additional



limited development in the Rural Areas and Shoreland Areas on Wolfe Island. The policy addresses comments received by the public and direction from Council for permitting additional severances. A comprehensive review of the severance data, indicated that moving the date forward in the Plan would result in the potential for development that surpassed the limited residential development threshold. Planning staff are of the opinion that an amendment to increase the number of severances from three to four is consistent with the PPS and meets the policies of the County and Township Official Plan. Furthermore, this process is equitable and is anticipated to decrease concentration of the development on the Wolfe Island at this time.

Comments received at the public meeting, and written submissions received thereafter, indicated that residents on Howe Island did not support additional severances. After reviewing the number of severances that have been granted on Howe Island since 1985 and the concerns of ferry capacity, planning staff do not recommend the policy be amended for Howe Island.

### **Future Considerations**

Planning staff recommend amending Section 6.3.3 (“Special Policies Non-Farm Residential Severances in the Rural Designation”) to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). It is important to consider the impact of future development and policy review in the coming years in the Township:

#### Marysville Secondary Plan

With the anticipation of increased ferry service to Wolfe Island, Township Council provided direction and financial support to undergo a secondary plan for Marysville. This project is anticipated to commence in 2018. The secondary plan will establish local development policies unique to Marysville that will guide development in the settlement area, consistent with the 2014 PPS. The plan and subsequent policies will promote a desired type and form of development in Marysville, shaping the community and promoting economic development.

#### Comprehensive Review of the Official Plan and Zoning By-law

The Township Official Plan and Zoning By-law are anticipated to undergo a comprehensive review commencing in 2019. The review of the Official Plan will ensure that future planning and development will meet the needs of the community.

The policy recommendations from the Marysville Secondary Plan will be incorporated into the new Official Plan and will likely influence future residential lot creation in the Rural designation of Wolfe Island. In summary, Council will have a better understanding of the need for rural residential growth by considering this demand within the context of a Township-wide Official Plan update and conformity with the County Official Plan and the 2014 PPS.

## Conclusion

It is recommended that, following comments and written submissions from citizens at the Public Meeting, Council direct planning staff to prepare an Official Plan Amendment report and adopting By-law to Council for the June 11, 2018 Council meeting including a section explaining the effect written and oral submissions received from the required public meetings held under the *Planning Act* had on the recommendation.

Sincerely,

*Prepared by:*

Megan Rueckwald  
Community Planner  
County of Frontenac

*Reviewed by:*

Joe Gallivan  
Director  
Planning and Economic  
Development  
County of Frontenac



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# Non-Farm Residential Severances in the Rural Designation Official Plan Amendment – Public Meetings

Howe: May 7, 2018

Wolfe: May 8, 2018



# Presentation Outline

- Proposed Official Plan Amendment
- Background
- Relevant Planning Policy Review
- Planning Analysis
- Future Considerations
- Conclusion



## Section 6.3.3 Lot Creation in Rural Designation

- Section 6.3.3 Special Policies Non-Farm Residential Severances in the Rural Designation
  - The land is deemed to be poor agricultural land, which is defined as being Class 5 to 7 as shown on the Ministry of Agricultural Capability Mapping, and is not suited to an agricultural or agricultural related use.
  - No more than 3 severances shall be granted from any lot as it existed on January 1, 1985; and
  - The effect of such a severance does not interfere with or restrict the viability of adjoining farm activities or other adjacent land uses.



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# Proposed Official Plan Amendment

- Increase the number of severances permitted in the Rural designation from **three to four** from any lot as it existed on **January 1, 1985** on **Wolfe Island** (all lands excluding Howe Island).



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# Background

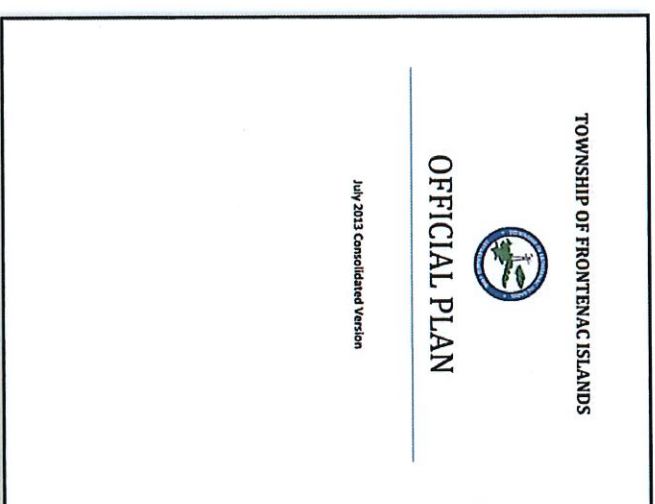
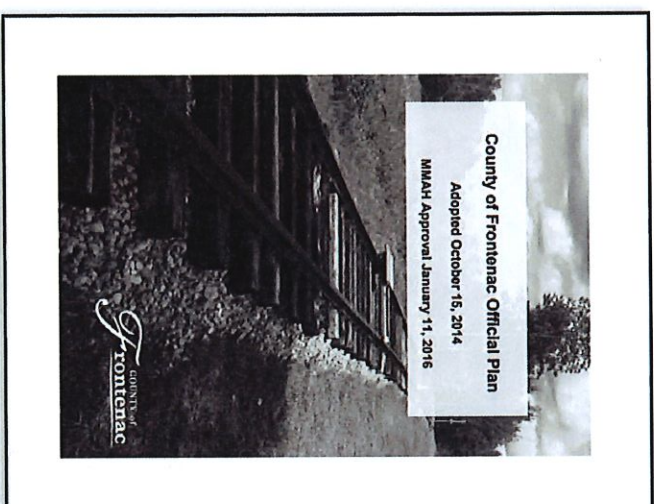
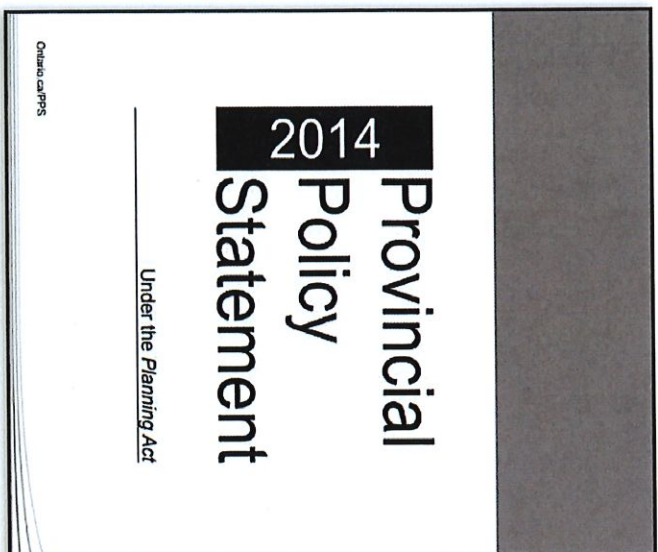
- In April 2017, Council provided direction to review the date in the Official Plan
- Open Houses held on Howe and Wolfe Island:
  - Howe Island – Open to additional development, but transportation concerns need to be addressed first.
  - Wolfe Island – Increase number of permitted severances, new ferry coming with increased capacity.
- Analysis by planning and GIS staff
- County of Frontenac Council is the approval authority for the amendment



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# Relevant Planning Policy Review



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# 2014 Provincial Policy Statement

- Section 1.1.5.2 states that on *rural lands*, permitted uses are:
  - Management or use of resources;
  - Resource-based recreational uses; **Recreational dwellings**
  - Limited residential development;
  - Cemeteries; and
  - Other rural land uses.
- Development compatible with the rural landscape and rural service levels.
- Agricultural uses should be promoted and protected.



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# 2014 Provincial Policy Statement

- Section 1.1.3.1 – Rural Lands
  - Settlement areas shall be the focus of growth and development and their vitality and regeneration shall be promoted.
- Section 1.1.4.2
  - In rural areas, rural settlement areas shall be the focus of growth and development...



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# County of Frontenac Official Plan, 2016

- Economic sustainability, growth management, community building, housing and social services, heritage and culture, and environmental sustainability.
- Preserve open space, promote rural living in a manner sensitive to ecological balance, maintain economic stability, preserve farming community.



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# Frontenac Islands Official Plan, July 2013

- Protect land suitable for agricultural production from scattered development and land uses which are unrelated to agriculture.
- Limited non-farm growth to the Rural areas through consent applications.
- Protection of lands along waterbodies in the Township from development that would compromise environmental and ecological integrity.



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# Planning Analysis

- Vacant lot analysis
- Population projections
- Consent potential
  - Moving the date forward
  - Resetting the date
- Permitting additional severances





# Vacant Land Analysis

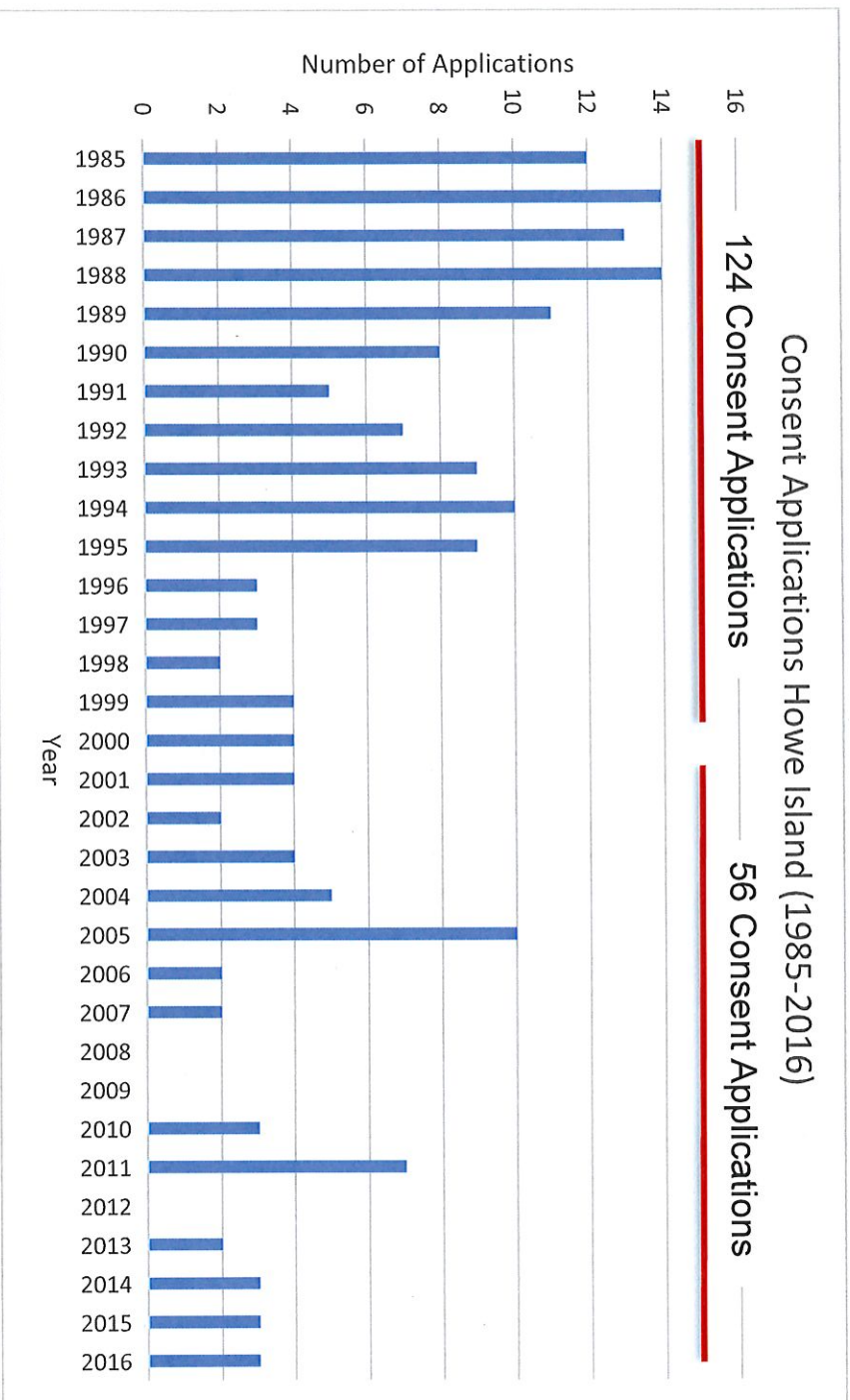
- Vacant lands suitable for residential development
  - Rural designation
  - Between 1 to 3 acres in area

	Wolfe	Howe	Hickory-Francis	Simcoe
Rural (RU)	38	6	3	2
Limited Service Residential (LSR)	51	5	0	13
Rural Residential (RR)	1	12	0	0
Shoreline Residential Type 1 (SR1)	N/A	14	0	0
Shoreline Residential Type 2 (SR2)	N/A	2	0	0
Seasonal Residential (RS)	7	N/A	N/A	0
<b>TOTAL</b>	<b>94</b>	<b>39</b>	<b>3</b>	<b>15</b>



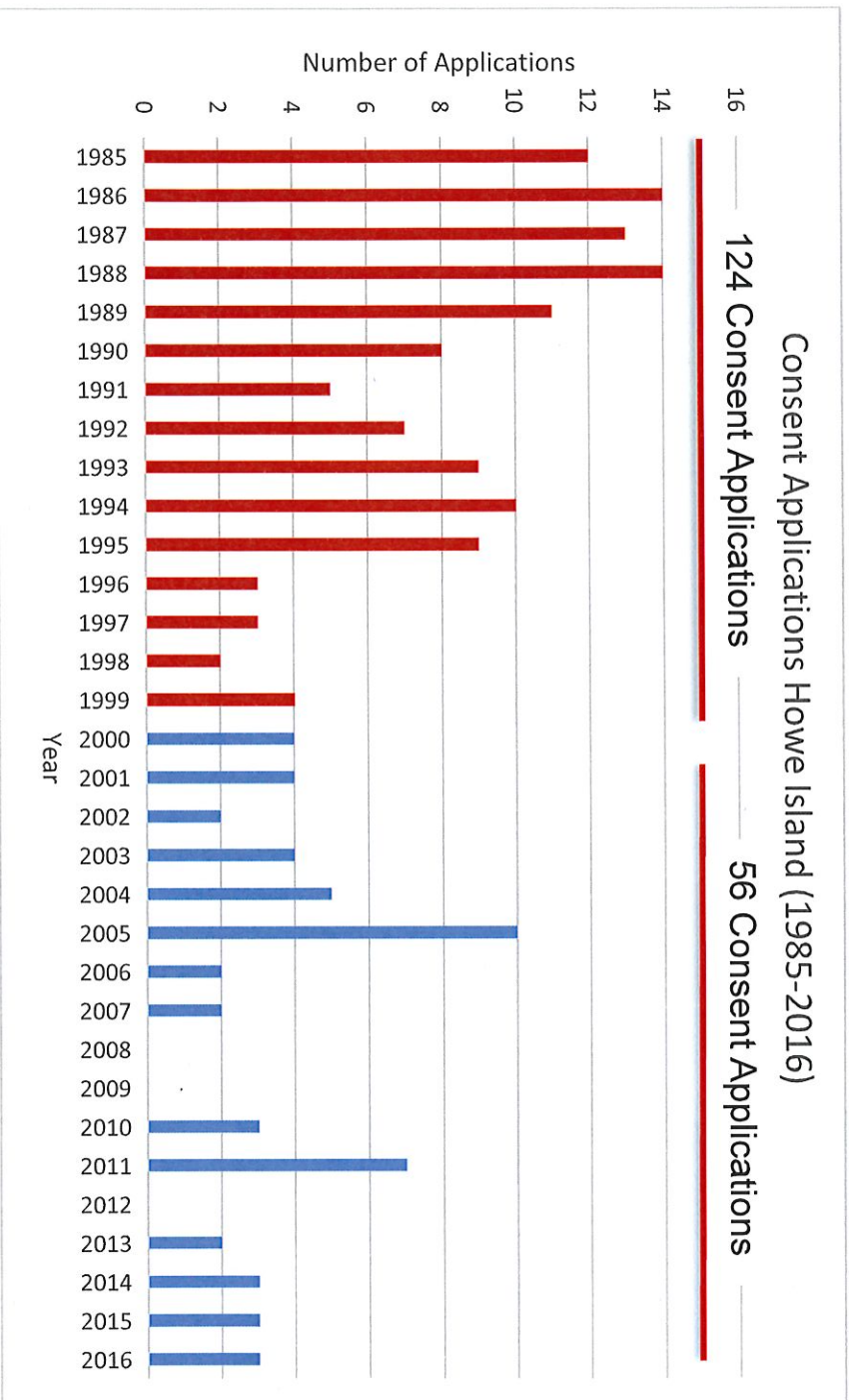


# Consent Applications Howe Island 1985-2016



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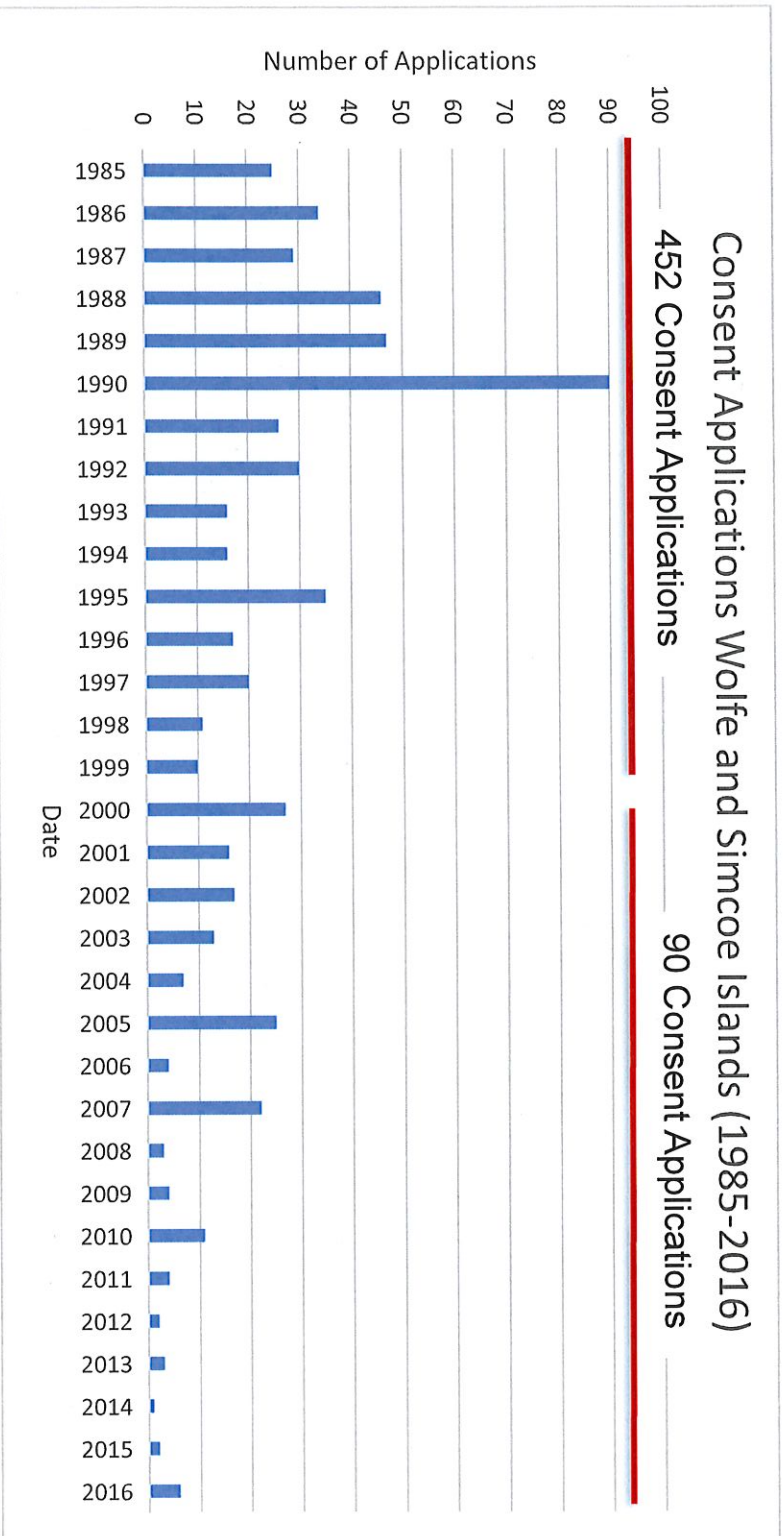
# Consent Applications Howe Island 1985-2016



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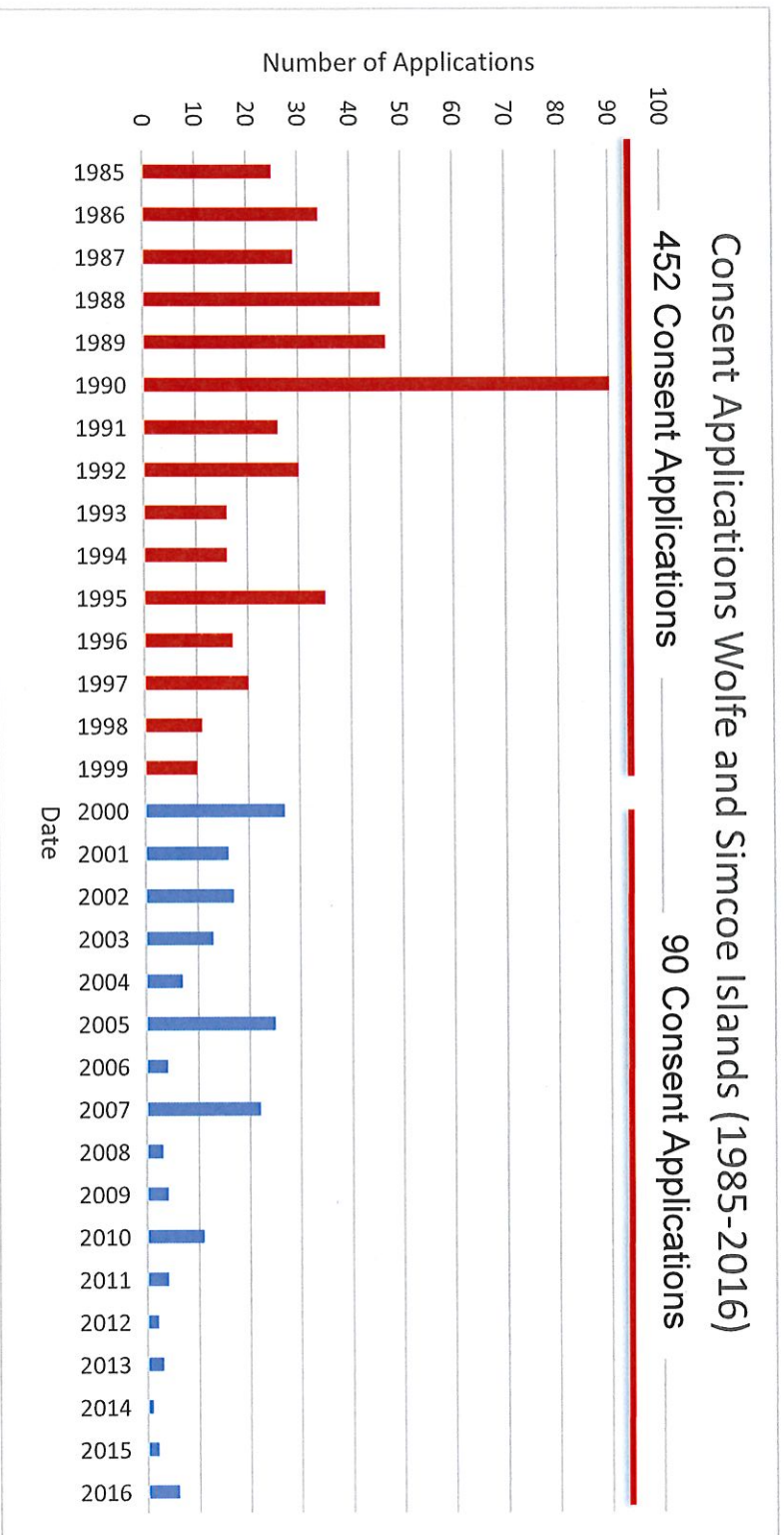


# Consent Applications Wolfe and Simcoe 1985-2016



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# Consent Applications Wolfe and Simcoe 1985-2016

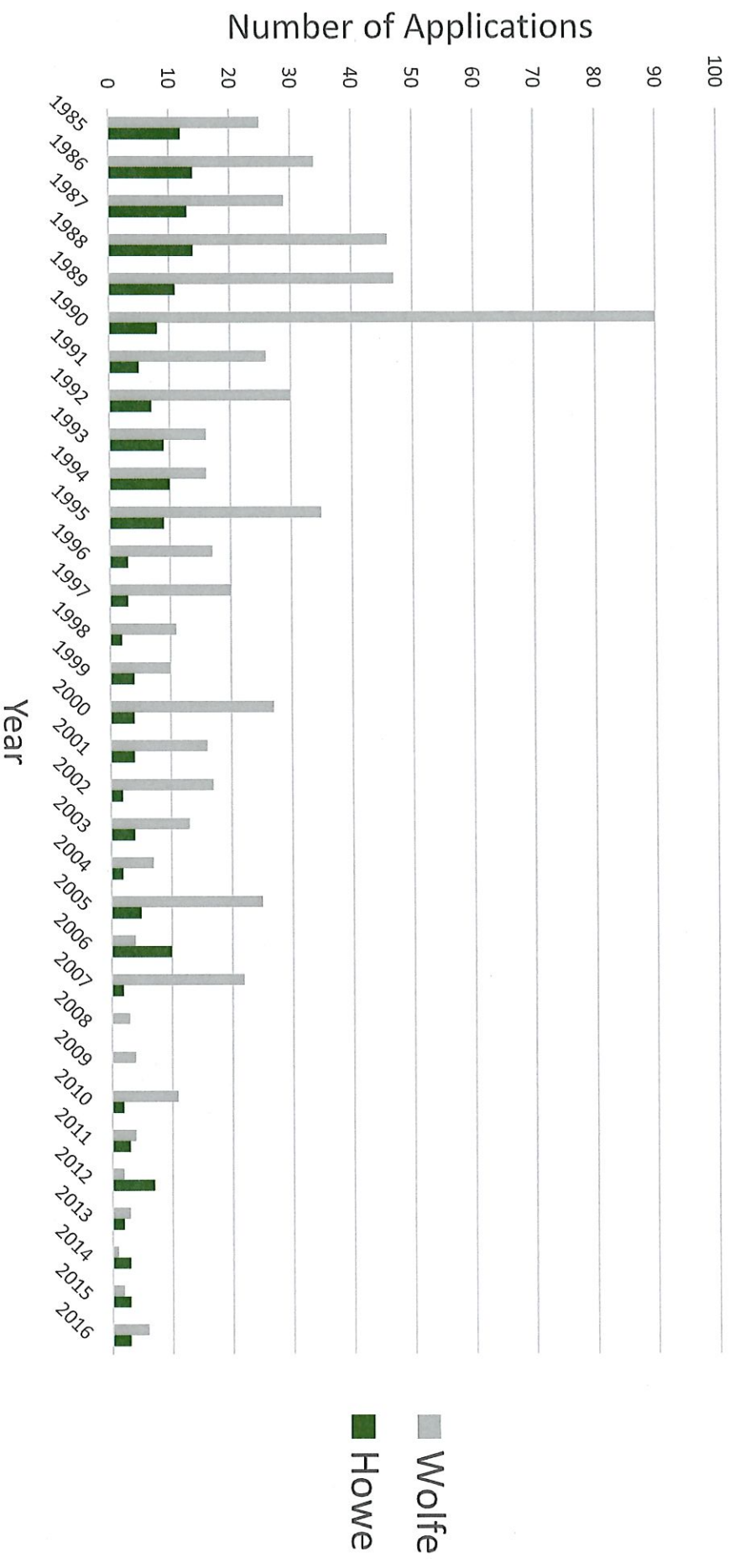


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# Consent Applications Howe and Wolfe 1985-2016

Consent Applications Howe and Wolfe Islands (1985-2016)



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# Consent Potential – Changing the Date

How many severances may occur if the date was reset to **June 1, 2017** or moved forward to **January 1, 1998**?  
Calculated potential new lots for 1, 2, and 3 severances.

## Methodology:

- Minimum lot area for each zone in Rural Area
- Minimum lot frontage for each zone in Rural Area
- To sever off one lot, required to have twice the minimum lot area and frontage
- General analysis that did not consider placement of existing buildings



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# Consent Potential – Upping the Date

	Minimum Lot Area for One Parcel	Minimum Lot Area to Permit One Consent	Minimum Frontage for One Parcel	Minimum Frontage to Permit One Consent
Rural (RU)	0.405 ha	0.81 ha	45 m	90 m
Limited Service Residential (LSR)	0.405 ha	0.81 ha	45 m	90 m
Rural Residential (RR)	0.405 ha	0.81 ha	45 m	90 m
Shoreline Residential Type 1 (SR1)	0.405 ha	0.81 ha	45 m	90 m
Shoreline Residential Type 2 (SR2)	0.405 ha	0.81 ha	45 m	90 m
Seasonal Residential (RS) – Wolfe Island	0.2 ha	0.4 ha	30 m	60 m

**X2** 

**X2** 



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# Consent Potential – Analysis





## Consent Potential – June 2017, 1 Severance

- Amend Section 6.3.3 to “No more than 1 severance shall be granted from any lot as it existed on June 1, 2017”
  - Would permit more than “limited development” across the Islands
  - Scattered growth and strip development throughout the Township
  - Not an equitable process for those who have held on to their severances for future growth

**Not consistent with the 2014 PPS**

**Does not conform to County or Township Official Plan**



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## Consent Potential – January 1998, 3 Severances

- Amend Section 6.3.3 to “No more than 3 severances shall be granted from any lot as it existed on January 1, 1998”
  - Would permit more than “limited development” across the Islands (442 consents between 1985-1998 on Wolfe)
  - Scattered growth and strip development throughout the Township
  - Not focusing development to the settlements areas

**Not consistent with the 2014 PPS**

**Does not conform to County or Township Official Plan**



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## Consent Potential – January 1985, 4 Severances

- Amend Section 6.3.3 to “No more than 4 severances shall be granted from any lot as it existed on January 1, 1985 on Wolfe Island”
  - Would permit limited residential development and resource-based recreational uses
  - More equitable process
  - Addresses reduced number of consent applications applied for since 2000
  - Policy would not be amended for Howe Island

**Consistent with the 2014 PPS**

**Conforms to County and Township Official Plan**



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# Future Considerations

- Marysville Secondary Plan
  - Increased ferry service anticipated for 2021
  - Direct growth to rural settlement areas (2014 PPS)
- Comprehensive Review of the Township Official Plan and Zoning By-law
  - Future planning meets the needs of the community
  - Provisions in the Zoning By-law (lot area and frontage)

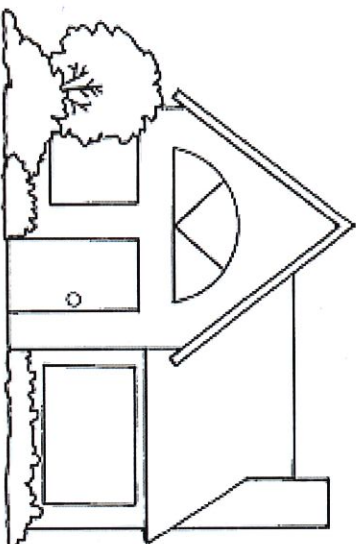


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## Next Steps

- Recommend amend Section 6.3.3 to “No more than **4 severances** shall be granted from any lot as it existed on **January 1, 1985** on **Wolfe Island** (all lands excluding Howe Island)”
- Report with responses to citizen comments received



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# Questions, Comments?

Megan Rueckwald

Community Planner

(613) 548-9600 ext. 359

[mrueckwald@frontenaccountry.ca](mailto:mrueckwald@frontenaccountry.ca)



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bc

# Planning Report

**To:** Mayor and Members of Council

**From:** Megan Rueckwald  
Community Planner  
County of Frontenac

**Prepared:** June 29, 2018  
**Public Meetings:** May 7, 2018 (Howe Island)  
May 8, 2018 (Wolfe Island)

**Re:** **Non-Farm Residential Severances in the Rural Designation,  
Section 6.3.3 –Official Plan Amendment**

**Recommend:** Adopt Official Plan Amendment to Permit Additional Severance on  
Wolfe Island

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## Recommendation

**THAT** Council adopt the proposed Official Plan Amendment to amend Section 6.3.3 (“Special Policies Non-Farm Residential Severances in the Rural Designation”) to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island).

**AND FURTHER THAT** Council direct staff to prepare and send the Official Plan Amendment package to the County of Frontenac for approval.

## Background

In April 2017, Council directed planning staff to commence the background research necessary to begin the process to change the date for severances in Section 6.3.3 of the Township Official Plan. Section 6.3.3 of the Township of Frontenac Islands Official Plan (“Special Policies Non-Farm Residential Severances in the Rural Designation”) states that a consent to a land severance may be granted to allow the establishment of a new non-farm single dwelling where such lands satisfy the following criteria:

- The land is deemed to be poor agricultural land, which is defined as being Class 5 to 7 soils as shown on the Ministry of Agricultural Capability Mapping, and is not suited to an agricultural or agricultural related use;

- No more than 3 severances shall be granted from any lot as it existed on January 1, 1985; and
- The effect of such a severance does not interfere with or restrict the viability of adjoining farm activities or other adjacent land uses.

At the April, 2017 Council meeting, members of Council expressed concerns with the fact that the current date in the policy was restricting development in the Township; members of the public also voiced concerns over their inability to sever lots for family, requesting an update to the date in the policy. Members of Council confirmed that separate policies would be considered for Howe and Wolfe Island (in this analysis, Wolfe Island comprises all lands in Township excluding Howe Island).

With regard to Council's direction, planning staff undertook a comprehensive review of existing development pressures in the Township and the number and location of severances granted since 1985. A desktop analysis was done to look at the number of vacant lots in the Township (suitable for a single family dwelling) as well as the potential for new lot creation if the date in the Plan were to be reset. Planning staff have concluded that resetting the date in the Plan to June 2017 was not consistent with the Provincial Policy Statement, 2014.

Public meetings were held on both Howe Island (June 20, 2017 and May 7, 2018) and Wolfe Island (June 22, 2017 and May 8, 2018) where public opinion was heard regarding the number of severances permitted and the date in the Plan. At this time, concerns were also raised regarding transportation planning and ferry capacity. Questions regarding suitable servicing and water availability were also asked.

Comments received at the public meetings, and written submissions provided thereafter, indicated support for permitting additional severances on Wolfe Island with caution being raised from residents on Howe Island for allowing more development without review of the larger context development policies, as well as the existing low capacity on the two island ferries.

Following the open house meetings that took place in 2017, staff completed a comprehensive review of severances granted in the Rural designation in the Township from 1998 to present. January 1, 1998 was selected as a starting point for the analysis because it was the year that Howe Island Township and Wolfe Island Township amalgamated to become Frontenac Islands Township. To complete this analysis and determine the potential for new severances if the date were to be reset to January 1, 1998, parcel fabric from 1998 was required. Analysis of the data indicated that moving the date forward to January 1, 1998 would permit significant severance potential in the Rural designation.

A significant number of consent applications were granted on Wolfe Island in the late 1980s and throughout the 1990s. In 1990 alone, the Township has record of 90 consent approvals. Moving the date forward beyond this time and permitting three severances



has the potential to result in unordered and uncontrolled development in the Rural designation. This development would not be consistent with the 2014 Provincial Policy Statement nor would it be consistent with the policies in the Township Official Plan, as fragmented strip development could take place across the Island.

With consideration to the findings of the parcel fabric severance analysis along with the number of consent applications approved by the Township since 1985, planning staff recommend that the date in the Section 6.3.3 of the Official Plan remain as is but that the number of severances permitted increase from three to four from any lot as it existed on January 1, 1985 for Wolfe Island. Comments received at the public meeting and analysis of the existing severance potential on Howe Island do not constitute permitting additional severances at this time.

### **Number of Consent Applications from 1985-2016 – Wolfe and Howe Island**

Spreadsheets provided by the Township contained the number of consent applications received by the Township from 1985 to 2016 divided by Howe and Wolfe Island.

#### Wolfe Island Consent Activity

The spreadsheets, when tallied, show that there was considerable residential lot development on the Wolfe Island from 1985 through the 1990s. In total, there were 452 consent applications from 1985 to 2000; 1990 saw the greatest number of severance applications being received with 90 applications. It is important to note that these values are for consent applications which include lot addition, right-of-way applications and severances. Planning staff considered this in regard to the proposed recommendation; an in-depth review of files from 1998-2008 provided planning staff with an understanding of the number of severances submitted each year in relation to lot addition and right-of-way applications. Due to the high number of severances that occurred at this time, resetting the date to after this time may permit up to 452 severances to be applied for again. This number of severances would not be consistent with the PPS nor the Township and County Official Plans. However, the data does show that there has been a drop in the number of severance applications received relative to the 1990s. Increasing the number of severances from three to four on Wolfe Island will permit limited residential development through additional severances.

#### Howe Island Consent Activity

Howe Island has not experienced the development pressure that Wolfe Island did in the 1990s. From 1985 to 2000 there were 124 consent applications received by the Township. The maximum number of consent applications received in a calendar year during this time frame was in 14 in 1986 and 1988. From 2000 to 2016, 56 consent applications have been received by the Township of Howe Island. Taking into consideration these values, and comments received at the public meeting, planning staff are recommending that there be no policy change for Howe Island. During the comprehensive Official Plan review, planning staff

will review this policy along with transportation planning, lot size and frontage requirements, and future development pressures.

### **Future Consent Potential – Resetting the Date**

Planning staff worked with GIS staff to complete an analysis of severance potential with the intent of determining whether the date of January 1, 1985, should be moved forward and, if so, to what extent. With consideration of the minimum lot size and minimum frontage specified in the Township's Zoning By-law, area and frontage requirements to sever off one parcel of land, two and then three parcels were calculated. For instance, the minimum lot area in the Zoning By-law for Rural (RU) zone is 0.405 hectares (1 acre). In order to create one new residential lot from an existing land parcel, the minimum area of the original lot would be required to be twice the size of the original. Therefore, the minimum lot area required would be 0.81 hectares (2 acres). The same principle was applied to lot frontage for each zone. The results from this work determined the potential number of severances that would be permitted with resetting the date. Planning staff completed this analysis for resetting the date to the present as well as resetting the date to 1998 (year of amalgamation). This involved the recreation of the parcel fabric 1998 using the severance files retained by the Township. The number of potential severances that would be permitted with resetting the date to the present would not be considered limited residential development and not be consistent with the 2014 PPS nor conform to the County or Township Official Plan.

Using the 1998 parcel fabric, planning staff analysed severance potential using the current lot area and frontage requirements of the zones in the Rural designation. Resetting the date to January 1, 1998 and permitting three severances could result in significant strip development in the rural area of the Township; this would not be consistent with the PPS nor conform to the Township or County Official Plan policies. Planning staff considered the impact of limiting the number of severances to one but moving up the date of the policy to January 1, 1998. This direction would mean that residents who intended to use their potential to create three new lots would only be permitted to create one lot. There is a level of unfairness to this approach for those property owners who have not applied for a severance since 1985. On this basis staff do not recommend this option. Further, the number of severances to be permitted under this scenario has the potential to be greater than the recommended policy direction.

### **Increasing the Number of Severances Permitted**

Planning staff recommend that Section 6.3.3 of the Township Official Plan ("Special Policies Non-Farm Residential Severances in the Rural Designation") be amended to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). Amending the policy to increase the number of severances will permit additional limited development in the Rural Areas and Shoreland Areas on Wolfe Island. The policy addresses comments received by the public and direction from Council for permitting additional severances. A comprehensive review of the severance data,

indicated that moving the date forward in the Plan would result in the potential for development that surpassed the limited residential development threshold. Planning staff are of the opinion that an amendment to increase the number of severances from three to four is consistent with the PPS and meets the policies of the County and Township Official Plan. Furthermore, this process is equitable and is anticipated to decrease concentration of the development on the Wolfe Island at this time.

Comments received at the public meeting, and written submissions received thereafter, indicated that residents on Howe Island did not support additional severances. After reviewing the number of severances that have been granted on Howe Island since 1985 and the concerns of ferry capacity, planning staff do not recommend the policy be amended for Howe Island.

### **Future Considerations**

Planning staff recommend amending Section 6.3.3 (“Special Policies Non-Farm Residential Severances in the Rural Designation”) to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). It is important to consider the impact of future development and policy review in the coming years in the Township:

#### Marysville Secondary Plan

With the anticipation of increased ferry service to Wolfe Island, Township Council provided direction and financial support to undergo a secondary plan for Marysville. This project is anticipated to commence in early 2019. The secondary plan will establish local development policies unique to Marysville that will guide development in the settlement area, consistent with the 2014 PPS. The plan and subsequent policies will promote a desired type and form of development in Marysville, shaping the community and promoting economic development.

#### Comprehensive Review of the Official Plan and Zoning By-law

The Township Official Plan and Zoning By-law are anticipated to undergo a comprehensive review commencing in late 2019. The review of the Official Plan will ensure that future planning and development will meet the needs of the community.

The policy recommendations from the Marysville Secondary Plan will be incorporated into the new Official Plan and will likely influence future residential lot creation in the Rural designation of Wolfe Island. In summary, Council will have a better understanding of the need for rural residential growth by considering this demand within the context of a Township-wide Official Plan update and conformity with the County Official Plan and the 2014 PPS.

## Recommendation

It is recommended that Township Council adopt the Official Plan Amendment to amend Section 6.3.3 (“Special Policies Non-Farm Residential Severances in the Rural Designation”) to increase the number of severances permitted in the Rural designation from three to four from any lot as it existed on January 1, 1985 on Wolfe Island (all lands excluding Howe Island). And further that, Township Council direct staff to prepare and send the Official Plan Amendment package to the County of Frontenac for approval.

Sincerely,

*Prepared by:*  
Megan Rueckwald  
Community Planner  
County of Frontenac

*Reviewed by:*  
Joe Gallivan  
Director  
Planning and Economic  
Development  
County of Frontenac