

Rural Municipality of  
**Kingston**  
Prince Edward Island

**Official Plan**  
2025

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# 1 OFFICIAL PLAN INTRODUCTION

## 1.1 Purpose

The Official Plan is a public document that describes the long-term vision for the use of land within the Rural Municipality of Kingston and sets land use policy. The Official Plan is also a legal document that sets out the future direction, which Council uses as a blueprint for decision-making. The Official Plan contains physical, social, environmental, and economic policies to allow the Municipality to respond to existing and projected land uses and development trends in a way that is in keeping with the shared collective vision for the future. This document enables the Rural Municipality of Kingston Zoning and Subdivision (Development) By-law.

The Rural Municipality of Kingston has reviewed its 2012 Official Plan and Development By-law to ensure that the policies and regulations are in keeping with the future aspirations of the community, take the current context and projected future into account, and respond to changes in provincial legislation and the requirement under the *Planning Act* for regular review. This document, along with all appendices or amendments, forms the Official Plan for the Rural Municipality of Kingston and replaces the former 2012 Official Plan and Development By-law.

## 1.2 Planning Area

The Rural Municipality of Kingston comprises the four communities of Elmwood, Emyvale, Green Bay, and Kingston that came together in 1974 to become the Kingston Community Improvement Committee (CIC), then the Community of Kingston, and now the Rural Municipality of Kingston. It is in Queens County, to the west of the City of Charlottetown. The Municipality is administered by a Mayor and six Councillors with the support of the Chief Administrative Officer. The planning area is within the formal boundaries of the Municipality and encompass 48.38 km<sup>2</sup> (18.68 sq mi). The Official Plan was developed with regard for the neighbouring Rural Municipalities of North Wiltshire, Hampshire, Clyde River, and West River; Town of Cornwall; and unincorporated areas to the west. Consideration was also given to planning in a regional and provincial context.

## 1.3 Legislative Authority

In 2018, the Province of Prince Edward Island passed the *Municipal Government Act* (MGA), which requires that every municipality provide “municipal planning services, including an official plan and bylaws...” Section 180 of the MGA provides municipalities with the power and jurisdiction to pass bylaws for a variety of services, including the ability to construct, demolish, remove, or alter a building or structure. The *Planning Act* guides municipalities in creating and administering official plans and bylaws.

Section 12 of the *Planning Act*, R.S.P.E.I. requires that Official Plans include:

- a statement of economic, physical, social, and environmental objectives;
- a statement of policies for future land use, management and development, expressed with reference to a specified period of not exceeding fifteen years; and
- proposals for its implementation, administration and the periodic review of the extent to which the objectives are achieved.

## **1.4 Plan Development and Structure**

Public engagement brings people's voices into the planning process, allowing them to share their ideas, backgrounds, and experiences and help plan for the future. The process included engagement by the Planning Board, Chief Administrative Officer, Mayor and Council, stakeholder representatives, the Province, and the public.

The Official Plan contains the following sections:

- Official Plan Introduction
- Municipal Planning Context
- Community Vision and Objectives
- Designation Policies
- Future Land Use
- Implementation

## **1.5 Time Frame**

The Official Plan will guide economic, physical, social, and environmental development until the year 2039. Official Plans are living documents and should be revisited periodically to ensure that the vision continues to be representative of the community and to take into account issues such as population changes, shifting economic priorities, or environmental concerns. Periodic reviews should take place every five years, with amendments considered as necessary.

## **2 MUNICIPAL PLANNING CONTEXT**

### **2.1 Background**

Today the Rural Municipality of Kingston comprises the four communities of Elmwood, Emyvale, Green Bay, and Kingston. These communities came together and were incorporated in 1974 under the *Community Improvement Act* to become the Kingston Community Improvement Committee (CIC). In 1983, under the *Municipalities Act*, the CIC became the Community of Kingston. The *Municipal Government Act* came into force in 2018, which saw the Community of Kingston become the Rural Municipality of Kingston.

This Official Plan replaces the former 2012 Official Plan, which was the first plan for the Rural Municipality of Kingston. The preparation of this Official Plan and creation of policies was supported by an analysis found in the Issues and Information Report and public engagement summarized in the What We Heard Report.

### **2.2 History**

While the Mi'kmaq have been the inhabitants of Prince Edward Island for the past 2,000 years, evidence suggests that their ancestors may have resided there as far back as 10,000 years ago. According to historical accounts, these Aboriginal peoples are believed to have traversed the low plain now submerged beneath the Northumberland Strait to reach the island. This enduring presence underscores the rich and extensive history of the Mi'kmaq, contributing significantly to the cultural tapestry of the Kingston area and its surroundings.

In addition to the longstanding Mi'kmaq presence, the Island is home to two First Nation Communities: Lennox Island (L'nui Mnikuk) First Nation Band and Abegweit First Nation Band. The Abegweit First Nation, originally part of the Lennox Island Band, became an independent band on March 7th, 1972. Of particular relevance to Kingston, the Rocky Point reserve, belonging to the Abegweit First Nation, is approximately a 20-minute drive away from the Municipality.

The earliest settlement of the Kingston area took place in 1840. Lot 31, which is generally the area from Clyde River north to North Wiltshire and includes the area known formerly as Kingston, was given to the Earl of Selkirk as a vast wilderness. The Earl first appointed an agent who had the area surveyed and divided into farms. Access to the area was provided by the Bannockburn Road until the current Kingston Road was constructed. During its early development, the area was referred to locally as South Wiltshire and the Kingston Road was referred to as the South Wiltshire Road. The western portion of the current municipality lies in the middle of Lot 30 and was also settled in 1840. It became known as Emyvale and the name is still used by many today to refer to the western portion of the Rural Municipality of Kingston.

The early Irish settlers had to travel to Charlottetown for church services. In 1850 they decided to build their own place of worship and St. Anne's Parish opened its doors in 1851 generally in its current location. In 1890 plans were made to construct a larger Catholic church, which was completed in 1898. This wooden structure was unfortunately lost to fire on

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January 14, 1962. Construction began almost immediately on the current building and it was opened on December 24, 1962.

The Kingston Baptist Church was originally constructed in 1880. It was remodeled and expanded in 1901. In its early days the church operated as part of the North River Baptist Church. In 1905 the Baptists of Kingston separated from North River and the church became known formally as the Kingston Baptist Church. The church building still exists on the Bannockburn Road just north of the Kingston Road

The Kingston United Church was first constructed in 1865 (started as a Methodist Church). This building was lost to fire in the late 1970's and was replaced (by the current buildings in the early 1980's.) by a new building in the early 1980's which was subsequently dismantled and removed from the site in 2020.

The first school in Kingston was established in 1855 and was located beside the Catholic Church. It was a one room facility. The school closed briefly in 1864 but was re-opened in 1869. In 1889 a larger one room school was constructed and in 1906 the school was expanded to a two-room graded facility. This school closed in 1951 and was replaced by the current school building, which now operates as the Emyvale Recreation Centre and is managed by a private board of directors.

The other school in Kingston was a two-room school located in the community of Kingston, which is current 4-H building.

The first stores in Kingston were the Carragher Store, located on the northeast corner of the Peter's Road and the Kingston Road, and the MacSwain/Newson Store, located across the street from the current United Church Cemetery.

In the early 1900s at the peak of the tuberculosis (TB) epidemic, Prince Edward Island had Canada's highest TB death rate. Sir Charles Dalton paid more than \$50,000 to build the tuberculosis facility known as the Dalton Sanatorium. Dalton made his fortune in business. Later becoming a politician and the Island's Lieutenant-Governor from 1930 until his death in 1933.

The Dalton Sanatorium's expansive facility was demolished a few years later, in 1923, with the doctor's home remaining. The Dalton Sanatorium was sited in Emyvale due to the area's rolling hills, rural nature, sun exposure, and proximity to the train stations in Charlottetown and North Wiltshire. It took roughly three years to construct, quickly expanding from 24 to 100 beds facility to accommodate soldiers returning from the war.

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Award-winning author, local historian, and sessional lecturer at the University of Prince Edward Island, Leonard Cusack's book, *A Magnificent Gift Declined: The Dalton Sanatorium of Prince Edward Island 1913-1923*, speaks to the political and social issues surrounding the cause of the creation of the Dalton Sanatorium and its ultimate demise. The photo of the Dalton Sanatorium at right is from the Public Archives and Records of Prince Edward Island.



Sources:

*About indigenous PEI*. Indigenous PEI. (2023, December 18). <https://indigenouspei.ca/about/>

Canada, S. (2021, December 14). *Prince Edward Island*. Canada.ca. <https://www.canada.ca/en/canadian-heritage/services/provincial-territorial-symbols><https://www.canada.ca/en/canadian-heritage/services/provincial-territorial-symbols-canada/prince-edward-island.html>

## **2.3 Site and Regional Context**

The Rural Municipality of Kingston is located in Queens County in the central portion of Prince Edward Island, west of Charlottetown. It has an area of approximately 48.38 km<sup>2</sup>. The topography is characterized by rolling hills, with the landscape comprising pristine forests and relatively flat active agricultural fields along with low-density residential development. The Rural Municipality of Kingston is known historically as a farming community.

The Rural Municipality of Kingston is surrounded by the Rural Municipalities of North Wiltshire, Hampshire, Clyde River, and West River; Town of Cornwall; and unincorporated areas to the west. The Rural Municipality is considered within the commuter shed to the City of Charlottetown.

## **2.4 Existing Land Uses**

Farming and residential uses are the predominant land uses in the Rural Municipality. Ribbon development along roadways and two rural residential subdivisions exist. Renewable and sustainable resource development includes farming, fishing, and forestry related uses. Kingston has five (5) excavation pits. Excavation pits are industrial in nature and have impacts that must be mitigated. There are currently 2 active excavation pits in the Rural Municipality of Kingston and they are as follows:

- 226977 – 1534 Bannockburn Rd – Rte 247
- 219725 – 508 Wynn Rd

A land use inventory map was developed as part of the Plan Review, where the location and use of every property were recorded and catalogued.

## **2.5 Population and Development Trends**

The Province's Annual Statistical Review provides information on population, social makeup, and economy, creating a snapshot of the Island. Municipalities are provided with a statistical review. Based on the 2012-13 Municipal statistical review and the 2022 Municipal statistical review, which contain Census data for 2011, 2016, and 2021, the population in Kingston was 794 in 2011, 1,047 in 2016 and 1,111 in 2021. From 2016 to 2021, the population rose from 1,047 to 1,111, which is an increase of 6.1% indicating strong growth that is relatively recent. Over the ten-year period, there was a 40% increase in population. A 5% increase in the population over 5 years would see the 2021 population of 1,111 rise to roughly 1,167.

The shortage of housing is an issue across Canada. The 2021 Census Profile indicates that there are a total of 412 private dwellings, with 395 occupied by usual residents (those permanently residing). There were 1,110 people in private households and there were 395 households. Of the 395 occupied private dwellings, there were 360 single detached homes, which represented 91.1% of all dwelling types. The most common household was a two-person household, with 130 households or approximately 33%.

Kingston is characterized by ribbon development, seeing houses and many farming operations fronting on a public road. There are three residential subdivisions. Controlling large-scale residential subdivisions by limiting the number of lots that can be created contributes to agricultural land preservation. The population density is 23 private dwellings per square kilometre, which is low. Council prefers to take allowing gentle density as an approach to population growth by providing opportunities for additional units on a lot. There continue to be opportunities for low density development (one and two units per lot). The population density is 23 private dwellings per square kilometre, which is low. There is an abundance of available land that could accommodate low-density residential development in the future. The Province estimates that there were 94 vacant lots, as set out below:

- Greenbay: 5 vacant lots;
- Elmwood: 10 vacant lots;
- Emyvale: 54 vacant lots; and
- Kingston: 25 vacant lots

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**10-year Permit Data, 2012-2022**

<b>Year</b>	<b>Residential</b> <i>(Single unit dwelling, mini home, cottage, etc)</i>	<b>Agricultural</b> <i>(Barn, farm storage, etc.)</i>	<b>Accessory</b>	<b>Other</b> <i>(Fences, deck, pools, etc.)</i>	<b>Unknown</b>	<b>Total</b>
2012	13	1	4	0	0	18
2013	7	0	3	0	0	10
2014	8	2	4	1	0	15
2015	3	0	2	0	0	5
2016	9	3	4	2	0	18
2017	4	3	1	0	0	8
2018	5	3	0	0	2	10
2019	8	3	4	2	2	19
2020	4	0	2	2	0	8
2021	9	0	1	1	0	11
2022	5	0	3	2	0	10
<b>Total</b>	75	15	28	10	4	132

The predominant new development form is single unit dwellings, often with accessory buildings.

## **2.6 Economic Development**

Kingston has an opportunity to strengthen and diversify its economic base. Agricultural and resource-based industries are established. Kingston does not have a central business area. It is a short drive to the City of Charlottetown, where there is an abundance of retail and commercial services. There are several home-based businesses throughout the Municipality. The Plan Review provides an opportunity to provide greater options for those who wish to operate home-based businesses either as their primary employment for themselves and employees or as supplemental income. There is also an opportunity to examine and possibly expand the type and size of business uses permitted in the Municipality. Access to reliable high-speed internet is crucial for many small businesses. It allows residents to work from home while enjoying rural life. It supports businesses that depend on reliable internet for operations. The Rural Municipality of Kingston, through its Canada Community Building Fund (formerly Gas Tax Fund), worked with the Provincial Government and Bell Aliant and has extended fibre optic internet service to 95% of our municipality, and the PEI government has committed to reaching 100 per cent of civic addresses in 2025 with high-speed Internet.

The Rural Municipality of Kingston's proximity to the City of Charlottetown results in many residents commuting to the City for employment and to fulfil their service and entertainment needs. Smaller-scale business uses that are appropriate in scale and nature will be directed to the Commercial Development (CD) Zone. Large-scale businesses, such as big-box retail, are best directed to service centres and will not be permitted in Kingston.

## **2.7 Infrastructure and Community Services**

The Rural Municipality does not provide municipal water or sewer services. Given the rural nature of the Municipality and resource-based development, there is no desire or need to provide services now or in the foreseeable future. Currently all public roads in the Rural Municipality are owned and maintained by the Province.

Institutional uses are scattered throughout Kingston. The Emyvale Recreation Centre, the Cornwall 4H Club and Saint Anne's Catholic Church are current institutional uses. The area has seen schools and churches close, which is often the case in rural municipalities. New institutional uses will be able to be located in the Municipality as they provide broad social services and support to the community.

The Emyvale Recreation Centre is an institutional use that serves several purposes. It has served the local community and surrounding communities for decades. It acts as the office for the Municipality and the seat of the Council. The Recreation Centre acts as a warming centre for the community and office space. Formerly run by a board of community members with the help of volunteers, the Municipality now owns the Centre and it is operated and run as a community centre by the Emyvale Recreation Centre Inc in a lease agreement with the Municipality.

The Municipality's tangible assets are the signage and generators. The Recreation Centre provides recreation services through the ball field and the hall itself. It is a community gathering spot and provides a venue for meals, receptions, public meetings, and shows.

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Public engagement in the preparation of this Plan indicates support for the Rural Municipality looking into acquiring the Recreation Centre and providing more services such as an upgrade for enhanced EMO services (e.g. laundry, showers) and greater investment in recreational assets such as the ball field, playground, or trails.

## **2.8 Natural Environment and Climate Change**

As an island, PEI faces greater challenges when it comes to climate change. Residents and governments must adapt to changes in weather patterns, such as the severity of hurricanes, heat waves, or ice storms. Such changes have an effect on the population when there is a loss of power, unpassable roads, loss of cellular communications, shortage of fuel, and even lack of food security should the supply chain be interrupted for a prolonged amount of time. When a severe weather event occurs, it can have a negative effect on the local economy. Kingston has a number of large farming operations. Provincially, farms represent approximately 42.5% of the total land area. Extreme heat and drought would impact crop and livestock operations and have downstream effects on the economy. PEI must plan for storm surge, erosion, coastal flooding, and sea level rise. While Kingston is not coastal, it is still impacted by damages that occur to neighbouring municipalities and the supply chain. In 2022, the Provincial government created a climate adaptation plan aimed at supporting communities to become resilient. Fortunately, the Rural Municipality is able to respond using its EMO facilities located in Emyvale.

The protection of the watershed and groundwater resources were identified as important considerations by both Council and the public during engagement sessions on this Plan. High density development is not appropriate in terms of maintaining the rural nature and protection ground water resources. Larger lot areas and frontages, as well as limiting residential subdivision development and restricting high-density developments, serve as protections for groundwater resources.

## **2.9 Administrative Capacity and Role of the Province**

The Rural Municipality of Kingston has limited resources devoted to its administrative requirements. The Municipality is not in a position to acquire and/or maintain public infrastructure such as central water or sewer services. Given this reality, the Official Plan and Development By-law must be clear, concise, and written in plain language so they can be easily understood and interpreted yet meet its legislative requirements. These documents should not create an undue administrative burden on the Municipality.

This Plan is designed to be administered at the local level but will work in conjunction with provincial regulations, advice from provincial departments, and inspections from provincial building officials. The Province deals with issues, such as siting large scale wind turbine development, under the *Environment Act*.

## **3 COMMUNITY VISION AND OBJECTIVES**

### **3.1 Vision Statement**

The Rural Municipality of Kingston is a connected, caring, and responsible community that respects its agricultural traditions, provides exceptional opportunities for a high quality of rural life, understands the value of its unique viewsapes, and welcomes opportunities for appropriate economic growth.

### **3.2 Objectives**

The Province has identified four areas that Official Plans must speak to in carrying out the vision for the community. These areas are economic, physical, social, and environmental. Each area has a series of objectives, which support efforts and decision-making when moving toward the community's vision for the future.

### **3.3 Economic**

- To minimize the impact of agriculture, forestry, and supportive industries
- To enable additional opportunities to live and work in the Rural Municipality, while limiting large scale commercial and tourism-based development.
- To encourage renewable and sustainable resource-based industry, while controlling the impacts on the neighbouring community
- To encourage the use of alternate forms of energy

### **3.4 Physical**

- To protect the rural nature of the landscape
- To mitigate land use conflict
- To restrict the type and form of development so that it is in keeping with the rural nature of the Rural Municipality and shall not lead to a demand for Municipal central water and/or sewerage services.

### **3.5 Social**

- To allow a range of housing opportunities in keeping with the rural nature of the Rural Municipality
- To be a flexible, progressive, and welcoming community
- To assist with meeting the recreational and health needs of the community

### **3.6 Environmental**

- To ensure future planning takes into account the effects of climate change
- To protect natural areas, the watershed, and wetlands
- To protect groundwater resources through greater lot standards and limiting higher density and larger scale developments.
- To prevent fragmentation of land and of loss of natural habitat connectivity and biodiversity

## 4 DESIGNATION POLICIES

### 4.1 Future Land Use Designations and Enabled Zones

#### Policy 4.1.1 DP

It shall be the policy of Council to establish the following Future Land Use Designations, as shown on the Generalized Future Land Use Map in Schedule A:

- Rural
- Cultural
- Environmentally Sensitive Area

<b>Designation</b>	<b>Permitted Zones in Designation</b>
Rural	Rural Development Commercial Development Industrial Development Special Planning Area Overlay
Cultural	Institutional Recreation and Open Space Special Planning Area Overlay
Environmentally Sensitive Area	Environmentally Sensitive Area Special Planning Area Overlay

## **4.2 Economic Policies**

### *Rural Development*

#### **Policy 4.2.1 RD Rural Designation**

Council shall designate renewable and sustainable resource lands, residentially and commercially used lands, well as industrial lands as Rural.

#### **Policy 4.2.2 RD Lot Standards and Provisions, Rural Development (RD) Zone**

Council shall establish lot standards and development control provisions for the Rural Development (RD) Zone in the Zoning By-law.

#### **Policy 4.2.3 RD Subdivision in the Rural Designation**

Council shall limit the number of lots created to five (5) from a parent lot. Parent lots created on 11 December 2012 or prior are eligible for subdivision if they are not within the Special Planning Area Overlay (SO) Zone.

#### **Policy 4.2.4 RD Subdivision Land Dedication and Cash-in-Lieu**

Council may consider, in the future, requiring 10% land dedication or cash-in-lieu of lands for the subdivision of lands that results in six or more lots in the Rural Development (RD) Zone for residential uses.

#### **Policy 4.2.5 RD Rural Development Zone**

Council shall establish the Rural Development (RD) Zone and apply it to lands with renewable and sustainable resource based and residential uses to enable a mix of these uses and promote and protect resource uses as well as accommodate rural housing demand.

#### **Policy 4.2.6 RD Rural Development Uses**

Council shall permit within the Rural Development (RD) Zone a broad range of renewable and sustainable resource based uses and supportive uses, residential, and home occupations.

#### **Policy 4.2.7 RD Rural Designation rezoning policies**

Council shall consider within the Rural Designation, rezonings to any other enabled zone in the Rural Designation, subject to the respective implementation policies.

#### **Policy 4.2.8 RD Mobile/Mini homes**

Council shall consider mobile/mini homes as single unit dwellings.

**Policy 4.2.9 RD Restricted Development, manufactured home courts**

Council shall not permit manufactured home courts (mobile/mini home park).

**Policy 4.2.10 RD Renewable and sustainable resource lands priority**

Council shall protect renewable and sustainable resource lands, while providing controls to mitigate land use conflict with residential uses and limiting subdivision creating new lots in the Rural Development (RD) Zone.

**Policy 4.2.11 RD Separation Distance for Intensive Livestock Operations**

Council shall ensure that a new intensive livestock operation is located a minimum of 1000 feet from an existing residential use.

**Policy 4.2.12 SP Special Planning Area Overlay**

Council shall enable the Special Planning Area Overlay (SO) Zone in all designations, which reflects and is subject to Part IV of the Subdivision and Development Regulation, prescribed under the *Planning Act* RSPEI 1988, c.P-8.

**Policy 4.2.13 SP Special Planning Area Overlay Alteration or Removal**

Council shall recognize that a change or changes to the *Planning Act* and/or Part IV of the Subdivision and Development Regulation regarding the Provincial Special Planning Area shall take precedence over the policies of the Official and regulation in the Development By-law. Any removal, alteration, or amendment by the Province regarding the Provincial Special Planning Area will result in applicable policies of the Official and regulations in the Development By-law being null and void or thereby amended.

**4.3 Other Industrial and Commercial Uses**

**Policy 4.3.1 M Industrial Zone**

Council shall establish the Industrial (M) Zone and apply it to lands with industrial uses, including excavation pits, and supportive industrial uses.

**Policy 4.3.2 M Industrial Zone Development Uses**

Council shall permit within the Industrial (M) Zone industrial uses industrial uses, including excavation pits, and supportive industrial uses.

**Policy 4.3.3 M Lot Standards and Provisions, Industrial Zone Development Uses**

Council shall establish lot standards and development control provisions for the Industrial (M) Zone in the Zoning By-law.

**Policy 4.3.4 M Lot Standards Exemption for Existing Pits, Industrial Zone Development Uses**

Council shall consider existing pits as they existed on the effect date of the By-law as exempt from lot standards of the Industrial (M) Zones in the Zoning By-law. Any expansion shall conform to the Lot Standards and Provisions of the Industrial (M) Zone in the Zoning By-law.

**Policy 4.3.5 M New Excavation Pits**

Council shall consider new excavation pits and expansion to an existing excavation pit through an amendment to the By-law (rezoning) to the Industrial (M) Zone.

**Policy 4.3.6 M Existing Excavation Pits**

Council shall zone existing excavation pits as Industrial (M) Zone and continue to regulate new excavation pits.

**Policy 4.3.7 M Renewable Energy Large Scale**

Council may permit large scale technologies related to renewable energy such as a solar park, biomass generation facility, or “green” hydrogen facility, subject to a site specific amendment process and restrictions and provisions aimed to mitigate land use conflict and ensure compatibility within the Rural Designation.

**Policy 4.3.8 CD Commercial Development Zone**

Council shall establish the Commercial Development (CD) Zone and apply it to lands with commercial uses.

**Policy 4.3.9 CD Commercial Development Uses**

Council shall permit within the Commercial Development (CD) Zone commercial and certain commercial recreation uses such as non-profit camps.

**Policy 4.3.10 CD Lot Standards and Provisions, Commercial Development (CD) Zone**

Council shall establish lot standards and development control provisions for the Commercial Development (CD) Zones in the Zoning By-law.

**Policy 4.3.11 CD Special Provisions, Commercial Development (CD) Zone**

Council shall establish special provisions aimed to mitigate land use conflict for the Commercial Development (CD) Zone in the Zoning By-law.

**Policy 4.3.12 CD Home based businesses**

Council shall permit home-based businesses in all zones within the dwelling, accessory structure(s), or both in the Rural Designation and are subject to provisions to mitigate land use conflict and ensure compatibility.

**Policy 4.3.13 CD Other Residential Uses (with or without financial gain)**

Council shall permit day nurseries, bed and breakfast facilities, group homes (smaller scale with a maximum of 12 residents), residential care facilities, and boarding houses as residential uses permitted within the Rural Designation and subject to provisions to mitigate land use conflict and ensure compatibility.

**Policy 4.3.14 CD Short term rentals**

Council may permit short term rentals as a residential use with the recognition that the issue of short term rentals may require further regulation in the future.

**Policy 4.3.15 CD Large Scale Commercial Prohibition**

Council shall prohibit large scale commercial development, such as big box retail or strip malls, resort development, or golf courses in the Commercial Development (CD) Zone.

**Policy 4.3.16 CD Tourist Accommodations Permitted**

Council may permit tourist accommodations that are compatible with the character of the area and are considered as low impact developments, such as motels, and tourist cabins, including geodesic domes, subject to restrictions and provisions to mitigate land use conflict and ensure compatibility, in the Commercial Development (CD) Zone.

**Policy 4.3.17 CD Tourist Accommodation Limitation**

Council shall prohibit the development of hotels, resorts, campgrounds, RV parks, and other large-scale or high-impact tourist accommodation developments within the plan area.

**Policy 4.3.18 CD Renewable Energy Small Scale**

Council shall permit small scale technologies related to renewable energy, such as solar systems and wind turbines, subject to restrictions and provisions aimed to mitigate land use conflict and ensure compatibility within the Rural Designation.

**4.4 Physical**

**Policy 4.4.1 PH Regulating Dwelling Options**

Council shall provide for housing options through regulation in the Zoning By-law to plan for current and future housing needs.

**Policy 4.4.2 PH Maximum of Two (2) Dwelling Units on a Lot**

Council shall permit a maximum of two dwelling units on a conforming lot, with regulation regarding built form.

**Policy 4.4.3 PH Single and Two-Unit Dwellings on a Lot**

Council may permit single-unit dwellings and two-unit dwellings in the form of duplexes and semidetached units.

**Policy 4.4.4 PH Accessory Dwelling Unit with a Single Unit Dwelling**

Council may accept and support having an accessory dwelling unit in conjunction with a single unit dwelling as a housing option in the Rural Development (RD) Zone and Commercial Development (CD) Zone and set out provisions in the Zoning By-law.

**Policy 4.4.5 PH Accessory Dwelling Unit with a Commercial**

Council shall allow for an accessory dwelling unit to a maximum of two residential units on a lot in conjunction with a commercial structure in the Commercial Development (CD) Zone.

**Policy 4.4.6 PH Viewscapes**

Council may consider the identification and designation of significant viewscapes and implement appropriate standards or provisions in the Zoning By-law for their protection.

**Policy 4.4.7 PH Conservation Design Principles in Subdivisions**

Council shall encourage and promote the use of conservation design principles in new subdivisions where large lots address the need for open space and may consider requirements in the future, subject to the implementation of Provincial guidelines and regulations.

**Policy 4.4.8 PH Rural Infrastructure Water and Sewer**

Council shall maintain the rural character of the community and remain respectful of its financial obligations to its residents and businesses, and shall not provide municipal water and sewer services within the Rural Municipality.

**Policy 4.4.9 PH On-site Services**

Council shall require new developments and subdivisions to meet the Provincial requirements for installing sewage disposal systems and wells.

**Policy 4.4.10 PH Transportation Network**

Council shall work with the Provincial Department of Transportation and Public Works to promote vehicle and pedestrian (i.e., non-vehicular traffic) safety and encourage active transportation.

**Policy 4.4.11 PH Bicycle Infrastructure**

Council may require bicycle parking and infrastructure for new uses in the Cultural designation.

**Policy 4.4.12 PH Public Transportation**

Council may work with other organizations to explore the feasibility of or participate in projects aimed at providing public transportation to its rural residents.

**Policy 4.4.13 PH Road Standards for New Public Roads**

Council shall require that new public roads and extensions are built to the Provincial standard and will be owned and maintained by the Province.

**Policy 4.4.14 PH Access Safety**

Council shall ensure the safety and efficiency of roads where any new proposed accesses shall comply with all Provincial policies and regulations.

Council shall ensure the safety and efficiency of roads where any new proposed accesses shall comply with all Provincial policies and regulations.

**Policy 4.4.15 PH Regional Cooperation**

Council shall consider cooperating with regional partners and abutting municipalities in the provision of shared services and economic opportunities.

**Policy 4.4.16 PH Active Transportation Promotion and Development**

Council shall promote pedestrian traffic and endeavour to provide for the safe and accessible movement within the Municipality. Council shall seek to identify and develop with the Province the infrastructure necessary to promote cycling, walking, and other human-powered and mobility-assisted movement as a form of both transportation and recreation, promoting safety and reduced parking and traffic.

**Policy 4.4.17 PH Active Transportation Route Extension**

Council shall encourage and support the Provincial Transportation and Infrastructure department to extend Active Transportation routes on highways throughout the Municipality.

**Policy 4.4.18 PH Active Transportation Support for Local Initiatives**

Council may encourage and support local initiatives to create or extend walking and hiking trails within the Municipality and connections to trails outside of the Municipality.

**Policy 4.4.19 PH Active Transportation Bike Rack Installation**

Council may encourage the installation of bike racks in association with commercial and recreational uses.

### **Policy 4.4.20 PH Telecommunication Tower Protocol**

Council shall follow the default process of CPC-2-0-03 until such time as a Telecommunications Tower Protocol is developed. The Municipality will consult with the proponent and discuss local preferences regarding antenna system siting and/or design, and advise of any land use compatibility concerns. The proponent will inform and invite the Municipality to attend public consultation as required by the Default Protocol, including consultation with external agencies, as deemed appropriate. The Municipality shall:

- Encourage the use of existing infrastructure and co-location
- Where co-location is use of existing infrastructure is not possible, encourage the use of preferred locations are industrial areas, non-residential areas, or in proximity to utility corridors and away from sensitive use areas (residential areas and community areas such as recreation areas), hazardous areas, or areas with natural heritage features.
- Discourage installations that are in close proximity to existing or future residential development, recreation areas, hazard lands, natural or cultural heritage features, or would negatively impact resource development.
- Encourage the proponent to protect the natural landscape of the site and screening and buffering where feasible to reduce visual impacts.

Within 30 days of the conclusion of the consultation period, the proponent shall provide a copy of the minutes of the public meeting, copies of submission, and the proponent's responses.

Upon satisfactory completion of the public notice and consultation, Council or designate shall issue a written letter of concurrence to the proponent for the project. Provision of a letter of concurrence shall consider the land use compatibility of the proposal, review of the subject lands, location preferences, comments from residents, and the proponent's adherence with the process. A letter of concurrence will be provided if the Municipality has not identified any serious concerns or land use compatibility issues, and if the Municipality has no objections to the proposal.

The letter of concurrence will identify whether consultation requirements have been met, and any Municipal comments on the proposal. If a proposal is unable to be supported, a letter of non-concurrence will be provided and will identify the reasons the proposal is unable to be supported. A file shall be deemed closed upon the provision of a letter of concurrence.

## **4.5 Social**

### **Policy 4.5.1 SO Cultural Designation**

Council shall designate lands devoted to a community use or in support of community activities as Cultural.

**Policy 4.5.2 SO Institutional (IN) Zone**

Council shall establish the Institutional (IN) Zone in the Cultural designation for institutional uses such as churches, cemeteries, and government facilities. The Institutional (IN) Zone may be applied to areas of significant archaeological, cultural, historical, or scientific interest.

**Policy 4.5.3 SO Recreation and Open Space (RO) Zone**

Council shall establish the Recreation and Open Space (RO) Zone in the Cultural designation for uses such as ball fields, parks, or tennis courts.

**Policy 4.5.4 SO Housing Options Limitations**

Council may provide a range of housing options to meet the diverse needs of current and future residents while cognizant that the protection of resource lands, especially agricultural lands, and the watershed take priority and influence the form and density of housing.

**Policy 4.5.5 SO Safe and Healthy Community**

Council shall work with outside agencies and neighbouring municipalities to ensure the safety and health of the Rural Municipality.

**Policy 4.5.6 SO Fire Protection**

Council shall support fire service provision at a regional level, unless otherwise determined by Council.

**Policy 4.5.7 SO Policing Services**

Council shall receive policing services provided by the Royal Canadian Mounted Police under its contract with the Province.

**Policy 4.5.8 SO Waste Management**

Council may receive waste management services by the Island Waste Management Corporation.

**Policy 4.5.9 SO Emergency Management**

Council shall continue to support the Emergency Measures Organization Committee whose role is to coordinate a local response to various types of emergencies.

**Policy 4.5.10 SO Emyvale Recreation Centre**

Council may use the Emyvale Recreation Centre to provide recreation programming, municipal offices, EMO supportive uses, and other community uses and to serve as a focal point of the community.

**Policy 4.5.11 SO Recreation Programming**

Council may explore additional opportunities to provide recreational and supportive programming for its residents.

**4.6 Environmental**

**Policy 4.6.1 EN Environmentally Sensitive Area Designation**

Council shall establish the Environmentally Sensitive Area on the Generalized Future Land Use Map to apply to areas with environmental constraints and hazards, including watercourses, to protect the natural environment, keep residents from harm, and ensure the integrity of investments in infrastructure and buildings.

**Policy 4.6.2 EN Environmentally Sensitive Area Zone**

Council shall establish the Environmentally Sensitive Areas (ES) Zone within the Environmentally Sensitive Areas Designation

**Policy 4.6.3 EN Environmentally Sensitive Area Buffer**

Council shall establish a 15 m buffer surrounding watercourses, lands subject to flooding as identified in CHRIS: PEI Climate Hazard & Risk Information System (Inland Flooding, 25 year future projection), and any other identified environmentally sensitive features in the Environmentally Sensitive Area (ES) Zone where there will be restrictions on development.

**Policy 4.6.4 EN Permitted Uses and Existing Residential Uses in the Environmentally Sensitive Area (ES) Zone**

Council shall include all existing residential uses as permitted uses to ensure that such uses are conforming. New development shall be restricted to passive recreation and resource based uses.

**Policy 4.6.5 EN Environmentally Sensitive Area Zone**

Council shall establish the Environmentally Sensitive Area (ES) Zone within the Environmentally Sensitive Area Designation

**Policy 4.6.6 EN Climate Change Mitigation and Adaptation**

Council shall have regard for the impact of climate change when planning for services, upgrades to facilities, any proposed infrastructure, and new development.

**Policy 4.6.7 EN Energy Efficiency**

Council may consider energy efficiencies and reducing the effects of greenhouse gas emissions when planning for services, upgrades to facilities, or any proposed infrastructure, and will encourage renewable energy systems in new developments.

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**Policy 4.6.8 EN Energy Conservation and Use of Renewable Energy Sources**

Council may encourage energy conservation, explore the use of renewable energy sources, and permit small scale sources of renewable energy from wind and solar.

**Policy 4.6.9 EN Connectivity and Biodiversity**

The council aims to prevent the fragmentation of land and the loss of natural habitat connectivity and biodiversity through larger rural lot area requirements, low density development, and the protection and buffering of environmentally sensitive areas.

## **5 FUTURE LAND USE**

### **5.1 Generalized Future Land Use Map**

#### **Policy 5.1.1 Official Plan Map**

The Generalized Future Land Use Map, attached as Schedule A, shall form part of this Official Plan.

## **6 IMPLEMENTATION**

Administration

#### **Policy 6.1.1 IM Official Plan, Seeking Advice**

Council has set the vision, objectives, and policies in this Official Plan and shall be responsible for its implementation. Council may seek advice, as necessary, from the Province of Prince Edward Island, planning experts, engineering experts, and other advisors.

#### **Policy 6.1.2 IM Amendments to the Official Plan**

Council recognizes that the Official Plan is a living document, which Council may amend at any time to respond to development pressures, changing circumstances, or specific requests.

#### **Policy 6.1.3 IM Appointment of Development Officer**

Council shall appoint a Development Officer to administer the Development By-law (Zoning and Subdivision By-laws). Council may appoint the Chief Administrative Officer as an alternate Development Officer for instances when the Development Officer is unavailable or when there is a vacancy for this position.

#### **Policy 6.1.4 IM Budget Process for Implementation and Administration**

Council shall ensure that the Official Plan is able to be properly implemented and administered by providing the necessary funds through its annual budget.

### **6.2 Development By-law (Zoning and Subdivision)**

#### **Policy 6.2.1 IM**

Council shall adopt a Zoning and Subdivision By-law to implement the Official Plan, which shall be referred to as the Rural Municipality of Kingston Zoning and Subdivision By-law ("Development By-law"). The Development By-law establishes zones, permitted uses in each zone, and standards for development and land use.

### **Policy 6.2.2 IM Minor Variances**

Council shall enable minor variances of up to and including 10% in the Zoning and Subdivision By-law.

### **Policy 6.2.3 IM Major Variances**

Council may consider major variances of greater than 10% in the Zoning and Subdivision By-law.

## **6.3 Subdivision**

### **Policy 6.3.1 IM Adoption of Requirements for Subdivision**

Council shall adopt requirements for subdivision in the Zoning and Subdivision By-law.

## **6.4 Development permits**

### **Policy 6.4.1 IM Development Application and Development Permits.**

All development applications shall be submitted in a standard form for Council's consideration. Regulations for development permits are established in the Zoning and Subdivision By-law.

## **6.5 Amendments**

### **Policy 6.5.1 IM Amendments to the Official Plan**

The Official Plan and Development By-law are living documents, which Council may consider amending so that the documents remain relevant. Council may consider amendments to accommodate changing circumstances or respond to a request from the public.

### **Policy 6.5.2 IM General Amendments to the Zoning and Subdivision By-law**

Council shall consider requests for text or map (rezoning) amendments to the Zoning and Subdivision By-law, as enabled by this Official Plan. When considering applications for rezoning, Council may consider:

- a) The compatibility with the adjacent properties;
- b) Impacts on the transportation network;
- c) Financial impact on the Rural Municipality;
- d) Input received from the public or other levels of government;
- e) Impact on the watershed;
- f) Potential land use conflicts;
- g) Water and septic;
- h) Storm water management issues; and
- i) Other policies of this Official Plan

### **Policy 6.5.3 IM Site Specific Amendments to the Zoning By-law**

Council may consider a site-specific amendment relating to a property or area where Council may vary the permitted uses and development standards.

## **6.6 Development Agreements**

### **Policy 6.6.1 IM Development Agreements**

Council shall consider entering into a Development Agreement as enabled by this Official Plan. The Development Agreement shall be registered against the property in accordance with section R-11 of the *Registry Act*, R.S.P.E.I.1988. When considering applications for a Development Agreement, Council may consider:

- a) The compatibility with the adjacent properties;
- b) Impacts on the transportation network;
- c) Financial impact on the Rural Municipality;
- d) Input received from the public or other levels of government;
- e) Impact on the watershed;
- f) Potential land use conflicts;
- g) Water and septic;
- h) Storm water management issues; and
- i) Other policies of this Official Plan

## **6.7 Procedures**

### **Policy 6.7.1 IM Development Procedures**

Procedures regarding development permits and subdivision approvals will be established in the Zoning and Subdivision By-law.

## **6.8 Review Timelines**

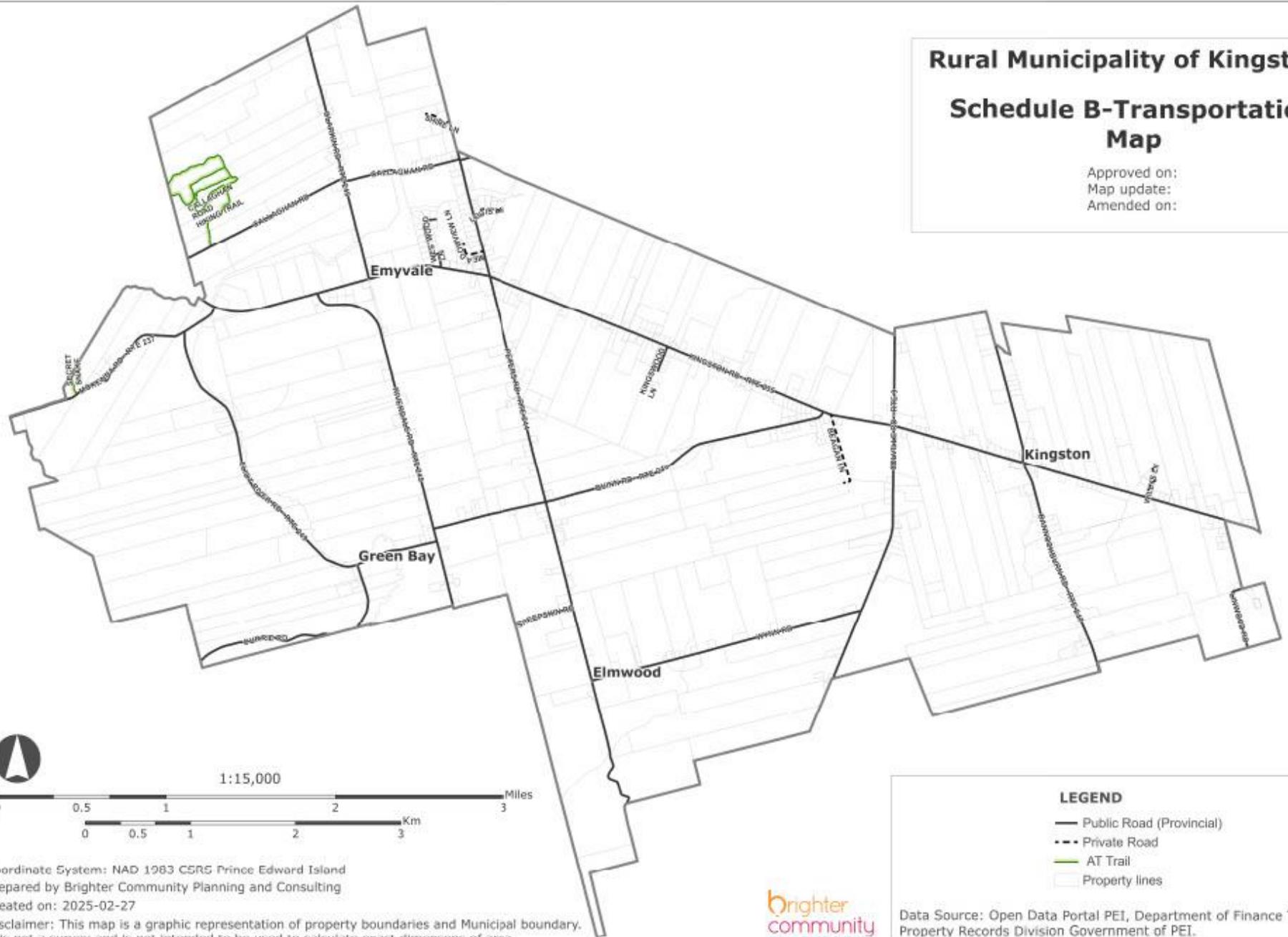
### **Policy 6.8.1 IM Official Plan Review or Update**

Every five (5) years, or as Council determines, Council shall consider if the Official Plan requires a review or update.



# Rural Municipality of Kingston Schedule B-Transportation Map

Approved on:  
Map update:  
Amended on:



1:15,000



Coordinate System: NAD 1983 CSRS Prince Edward Island  
Prepared by Brighter Community Planning and Consulting  
Created on: 2025-02-27

Disclaimer: This map is a graphic representation of property boundaries and Municipal boundary. It is not a survey and is not intended to be used to calculate exact dimensions of area.



## LEGEND

- Public Road (Provincial)
- - - Private Road
- AT Trail
- Property lines

Data Source: Open Data Portal PEI, Department of Finance Taxation and Property Records Division Government of PEI.