



## Planning Board Agenda

**November 15, 2022**

- 1) Call to Order 6pm
- 2) Approval of the Agenda
- 3) 287 Winter Street – Restricted Use (Men's Shelter)
- 4) Adjournment

## *Recommendation*

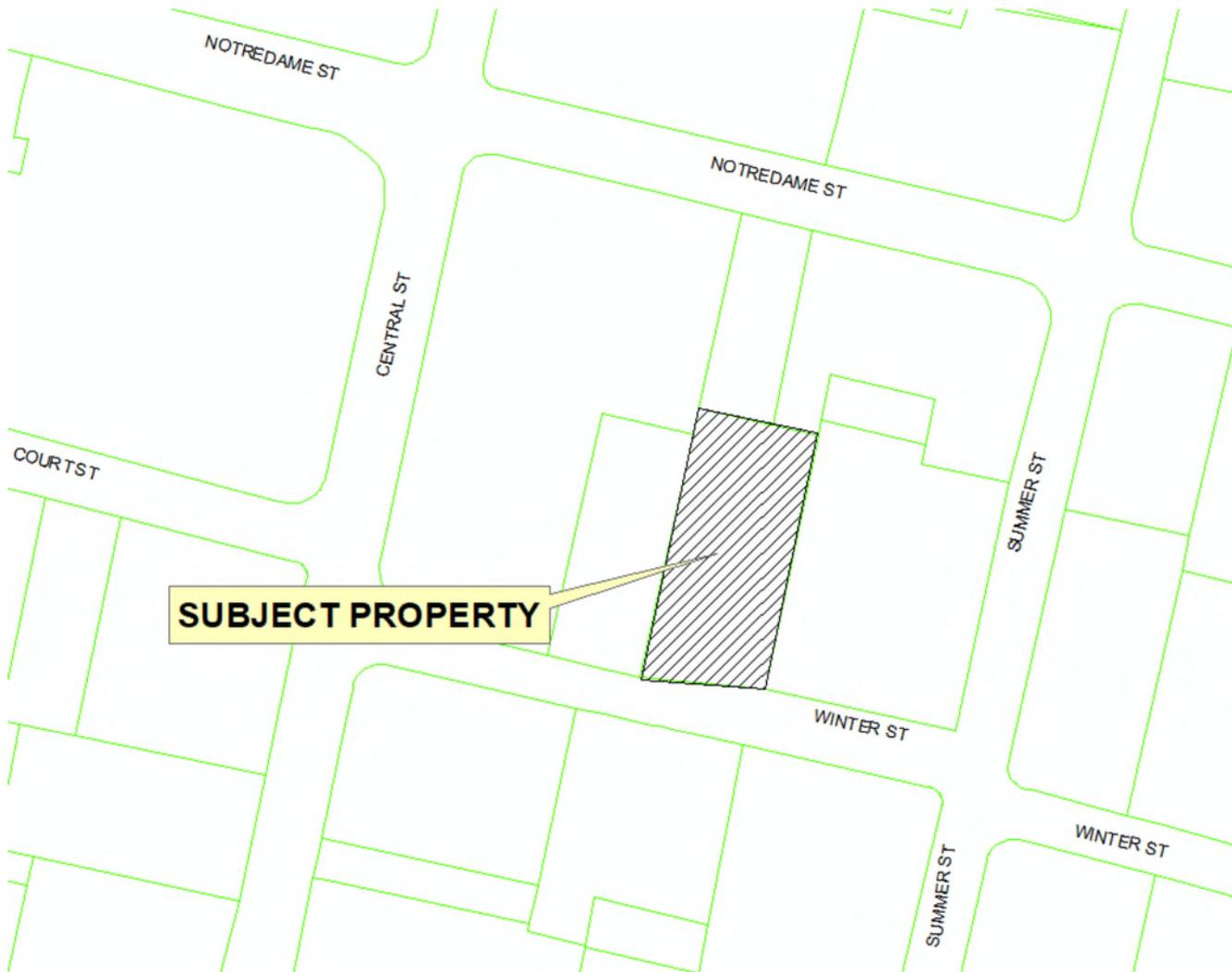
November 15, 2022

Department/Committee:	Planning Board
Subject:	287 Winter Street – Restricted Use

### **SUPPORTING EXPLANATION:**

*Purpose:* The purpose of the application is to allow a “Men’s Shelter” as a Restricted Use in the Institutional (I) zone, a restricted use requires Council approval.

*Background:* An application was received from PEI Housing Corporation for 287 Winter Street (PID #310730). This application will require City Council approval to allow a “Men’s Shelter” as a restricted use in the Institutional (I) zone. The subject property was formerly used as a “Group Home”, operated by Community Connections, serving as a staffed residence.



*Report:* Under section 5.7 of the zoning bylaw when Planning Board reviews a restricted use, it has to consider the following general criteria, as applicable:

a. *Conformity with all requirements of this Bylaw (Zoning Bylaw).*

Staff Comment: A "Men's Shelter" use conforms with the bylaw (Section 8.5), subject to Council approval for a restricted use approval in the Institutional (I) zone. The current zoning, Institutional (I) does not change. One of the purposes of the Restricted Use designation is to accommodate unique uses where a zoning amendment (rezoning) would result in undesirable land uses due to the "as of" rights in that zone. The proposed restricted use is permitted in other zones, if the property were to be rezoned to one of these zones, to accommodate the restricted use being sought, it would result in other undesirable land uses in the area. The specific uses can be achieved by designating the property as a restricted use allowing only the restricted use. The permitted uses of the Institutional zone are attached to this report.

## Institutional (I) Zone – Current Zoning

27.1 The purpose of this zone is to accommodate institutional buildings for education, health, government, public safety, recreation, culture, and religion.

**Permitted Uses** 26.2 Subject to Bylaw requirements:

### I Zone - Permitted Uses

#### INSTITUTIONAL

cemetery	place of worship	child care facility: small, medium and large
office: government	hospital	public library, museum and gallery
college/university	cultural/interpretative centre	community centre
school premises	accessory building	
RESIDENTIAL		
nursing care facility: community care and nursing home	social services agency	
OTHER		

### Discretionary Uses

27.3 Subject to Council approval:

### I Zone - Discretionary Uses

#### INSTITUTIONAL

jail/correctional centre	utility facility	research/laboratory facility
emergency services facility	solar energy collector system	

b. *Conformity with the Official Plan.*

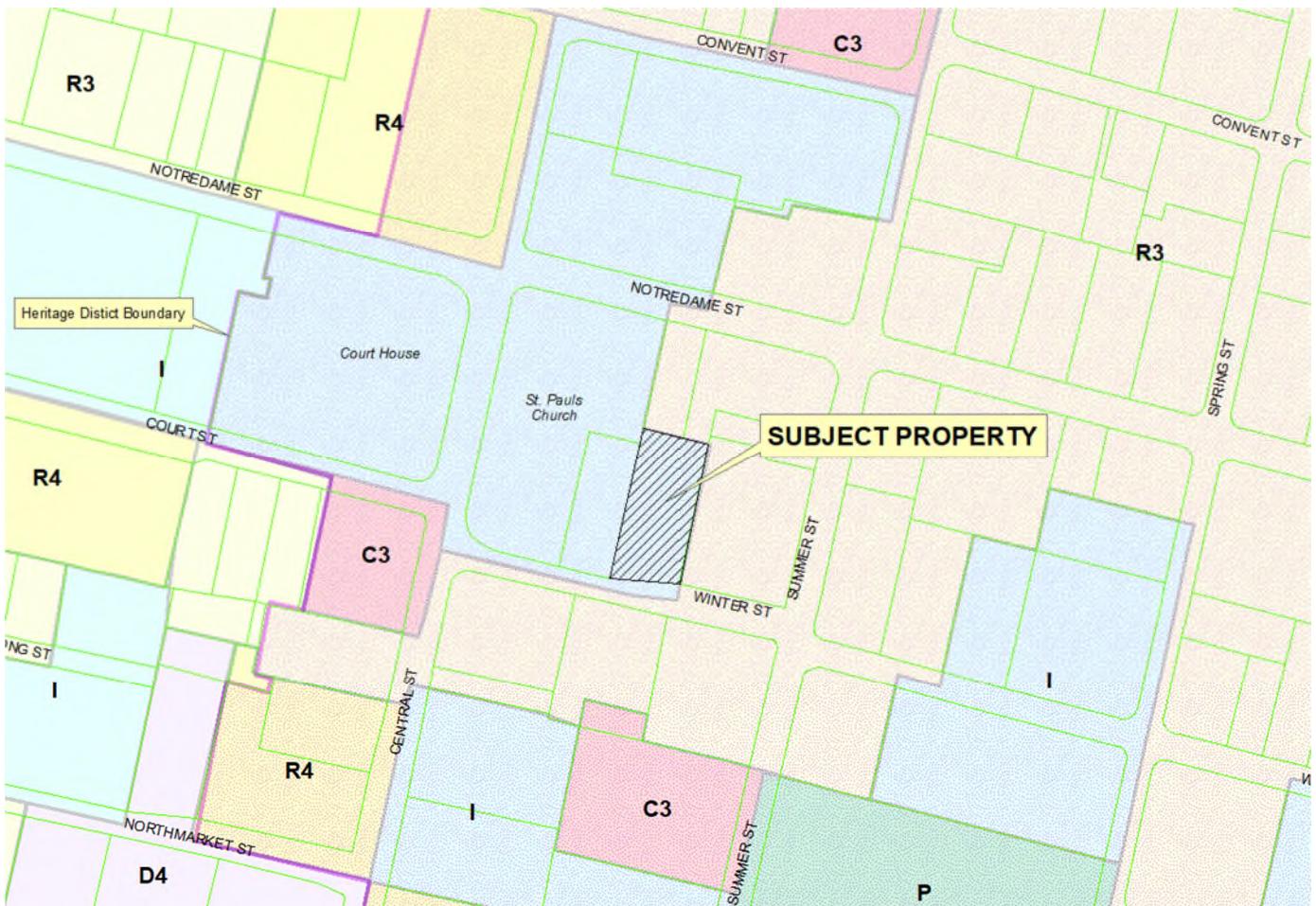
Staff Comment: The proposed restricted use would conform to the Official Plan (Section 5.12), as the land use will remain as Institutional, the Restricted Use designation is to accommodate unique uses where an Official Plan amendment would result in undesirable land uses. Should the restricted uses cease to operate for 12 months, the restricted use lapses and the zoning remains as Institutional (I) and can be utilized as such. The restricted use applies to the property, not the applicant.

c. *Suitability of the site for the proposed development.*

Staff Comment: This site is suitable for this development, as the site is an existing residence, no alterations will be made to the exterior or interior of the building.

d. *Compatibility of the proposed development with surrounding land uses, including both existing and projected uses.*

Staff Comment: The property is zoned Institutional (I). The restricted use (Men's Shelter) is compatible with surrounding institutional, residential and neighbourhood land uses. The property has not been utilized as a single family for many years. As per Section 8.5 (e) Council may attach terms and conditions to the restricted use approval. Council may revoke a restricted use approval for a violation to any term or condition attached to an approval, subject to a recommendation from the planning board.



e. *Any comments from residents or other interested persons.*

A public meeting was held on November 1, 2022. The public meeting notice was advertised in Guardian (October 19<sup>th</sup> edition). Twenty-four (24) letters were mailed to twenty (20) property owners.

Staff Comment: At the public meeting, Ann Drake and Scott Carnall (representing PEI Housing Corporation and Native Council of PEI), provided an overview of the proposed intent for the restricted use. A number of the public attended the meeting and the following persons spoke at the meeting: Ivy Inkpen (advocate for homeless), Barb Forbes (Pleasant St), Marion McNulty (98 Summer Street), Chris Clay (NCPEI), Rev'd Colin Nicolle (St. Mary's Church), Natalie Clark (92 Summer St), Dan MacCormack (6 Water St), George Dalton (288 Notre Dame St), April Wall (311 Market St) and Robert Wall (311 Market St). The Development Officer received number of written comments in form of letters and emails (attached to the report). The issues/concerns raised at the meeting included, impacts on surrounding property values, public safety, loitering is addressed throughout this report.

f. *Adequacy of existing water, sewer, road, storm water and electrical services, city parking and parklands for accommodating the development, and any projected infrastructure requirements.*

Staff Comment: The existing water, sewer, road, storm drainage services are adequate for the proposed restricted use. There is adequate on-site parking, there is no parkland requirement for the proposed restricted use. The existing driveway of the property has 4-5 on-site parking spaces. These spaces will accommodate the 2 staff persons, as well as tenant/visitor parking. Should additional parking be required, the property owner will have to secure additional off-site parking to the City's satisfaction.

g. *Impacts from the development on pedestrian/vehicular access and safety, and on public safety generally.*

Staff Comment: The proposed restricted use has no impact on pedestrian or vehicular access. There is a sidewalk on the north side of Winter Street to serve pedestrian traffic. Police Services staff have discussed the need for a Men's Shelter in Summerside and are in support of this service.

h. *Compatibility of the development with environmental, scenic and heritage resources.*

Staff Comment: The proposed restricted use is compatible with environmental, scenic and heritage resources. The subject property is not a designated heritage property, and it has not been registered (profiled) on historic places.ca. The subject property is located within the Heritage District but is not a reviewable development under the current Heritage Conservation Bylaw.

i. *Impacts on City finances and budgets.*

Staff Comment: This application does not impact City finances or budgets.

j. *Other matters as specified in this Bylaw.*

Staff Comment:

k. *Other matters as considered relevant.*

Staff Comment: Staff contacted the Summerside property assessment office, in regards to property assessment value changes as a result of a homeless shelter being permitted in the City. The properties at 90 and 94 Cedar Street (approved uses: transition house and women's Shelter) were approved in November of 2021, there has been no change to the assessment values of either of these properties or any adjacent property in the area as a result of the approved uses. The subject property has an assessment value of \$242,300. The assessment values of the residential properties in the area range from \$159,600 to 310,500.

**STAFF REVIEW:** Staff support the application from PEI Housing Corporation for 287 Winter Street (PID #310730) to allow a “Men’s Shelter” as a restricted use in the Institutional (I) zone. Council may attach terms and conditions to the restricted use approval.

As per Section 5.10 (b, iii) of the Zoning Bylaw, the Planning Board shall make a recommendation to Council on this application before it is approved or denied.

The planning board recommendation whether carried or defeated will be brought forward to Council for a final decision.

**PLANNING BOARD RECOMMENDATION:** The application from PEI Housing Corporation for 287 Winter Street (PID #310730) to allow a “Men’s Shelter” as a restricted use in the Institutional (I) zone, be recommended to be approved by Council.

Moved by: \_\_\_\_\_

Seconded by: \_\_\_\_\_

**Motion:**

Carried	<input type="checkbox"/>
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For	<input type="checkbox"/>
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Defeated	<input type="checkbox"/>
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Against	<input type="checkbox"/>
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Letters



Department of Social Development and Housing  
Government of Prince Edward Island  
161 St. Peters Road  
P O Box 2000

October 12, 2022

We are pleased to be writing a letter of support for the Department of Social Development and Housing as they submit with NCPEI an application for a restricted use permit for the property, 287 Winter Street. As we understand, this application would be to provide sheltering service for both Indigenous and non-Indigenous male-identifying adults, where they would offer cultural supports, housing focused service planning, mental health and substance use services.

In our day-to-day work at Connection to Employment PEI, through our case managed clients and our employment program services we recognize the intense need for this type of service in our area. We are seeing an increase in clients who are faced with homelessness and it has been a growing challenge in helping them to find housing that allows them to stay focused on their employment and educational goals. We see the negative impacts it has on our client's mental health and wellness when they are faced with housing challenges and homelessness.

We believe having a men's shelter in close proximity to our downtown core and to our organization located at 98 Water Street gives individuals the chance to stay consistently focused on the supports available to them within the community and has the potential to provide individuals with valuable wrap around services. Having a men's shelter available in an area where individuals can continue to seek the employability and life skills they need will be instrumental in helping them to gain and maintain employment as they move to more permanent housing opportunities.

Connection to Employment PEI is committed to providing services to the clients who will access the shelter and welcomes collaboration and partnership opportunities in offering employability skills, life skills and connections to community networks as we work towards helping individuals reach their goals. We are excited about the prospect of this service in our community and look forward to being a supportive network.

Respectfully,

A handwritten signature in black ink that reads "Colleen Snow".

Colleen Snow  
Mental Well-Being Coordinator  
Connection 2 Employment PEI  
[Colleen.c2e@epydc.org](mailto:Colleen.c2e@epydc.org)  
902-436-2815 or 902-954-0825



October 13<sup>th</sup>, 2022

To Whom it May Concern:

I'm Adam Binkley, the Executive Director of BGC Prince County which is a non-profit organization with locations in Summerside and Wellington, PE. BGCPC was established in 1963 with the mission to provide a safe, supportive place where children and youth experience new opportunities, overcome barriers, develop positive relationships, and build confidence and skills for life. During my 29 years as ED, I have had extensive experience navigating countless barriers associated with non-profits such as financial insecurity, low membership, board development, fundraising, brand awareness and stakeholder support.

This past June we opened LifeHouse Emergency Shelter and Transitional Housing offering services for women, trans and non-binary individuals and their children who find themselves temporarily homeless due to a variety of factors and are in a time of transition in their lives. We fundraised, purchased and developed a property, hired and trained staff and opened our doors ahead of schedule during a pandemic.

Through our work with children and youth we saw the need in our community for this type of service. The closest shelters for women are an hour away, requiring a woman to leave her community, supports and employment to seek safety and shelter.

For men, the situation is just as dire. The only shelter in Prince County is for men needing extended support after addiction treatment. The closest open shelter for men is in Charlottetown, which is consistently at capacity. A question we are often asked, since we have opened LifeHouse, is why there are no services offered for men. It's a question we struggle to answer.

For these reasons we are offering our full support to the men's sheltering service. Supports we could offer would include, but is not limited to:

- Including children of shelter residents in our breakfast program and regular programming – we recognize that the shelter does not house children but would offer these supports to the residents.
- Assist by providing bedding for the shelter
- Assistance with startup processes such as - policies and procedures, intake documents, guidelines, scheduling and interviewing
- Assistance with staff training, case planning, intake and departure procedures.

Summerside Club: 902.436.9403 / Wellington Club: 902.854.3174 /  
Youth Engagement Centre: 902.436.7128 / LifeHouse Emergency Shelter: 902.436.8943

[www.bgcprincecounty.com](http://www.bgcprincecounty.com)

Charitable Registration No. 106804644RR0001



- Assistance with fundraising and growth development.
- Include male residents in our Project Backpack. This project provides once a week delivery of nutritious food that they can easily be assembled into healthy meals.

Our management team has varied and extensive experience and we would welcome the opportunity to work with NCPEI.

Sincerely,

Adam Binkley

To Whom it May Concern:

I'm Lori Pizio, a resident of Summerside PEI. I'm writing to express my support of the proposed Men's Shelter at 287 Winter Street. I was present at last evening's special council meeting and was pleased to hear lots of support for the shelter. It was disheartening to hear some opposing the idea with certain reasons- that the shelter should be away from residences, away from the temptation of crimes on businesses, women, children. These are real people; people who could use a break and treated with compassion. These are real people already living among the community, people we already meet on the street, many living in tents, vehicles, woods, sheltering under a gazebo, inside the doors of the local banks. The weather has been kind this fall, but winter is coming, with no time to delay.

I can share one example of my personal experience with someone who is homeless today in Summerside and has been for quite some time. This person does not know on a daily basis where he will find shelter, use the washroom, receive his next meal. He has expressed to me that he has no place to live and has stated he is going to die. This is just one man's situation, one of many.

There is an existing home, soon ready to shelter just some of the many men in need, some is better than none. They will be supported in many ways, depending on their individual situation. I feel there are solid plans well underway by more than capable staff. They have the skills, resources, and support of other local colleagues and organizations to execute these plans. It is time Summerside adds this shelter to its list of available resources for our vulnerable population.

Let's come together and make this happen for our community. Thank you for your time,

Lori

Emails

**From:** Jessica MacFadzen-Reid <  
**Sent:** Thursday, October 20, 2022 8:19 AM  
**To:** Linda Stevenson <[linda.stevenson@city.summerside.pe.ca](mailto:linda.stevenson@city.summerside.pe.ca)>  
**Subject:** Mens shelter downtown

Hi Linda

I'm writing this for an objection to the mens shelter being built anywhere near the down town area, if anywhere it should be on granville near no housing but the grocery stores. I would only support this if it was completely away from the downtown area. I run the community garden on the corner of notre dame and central and a summer hasn't gone by where I or my children are not threatened my local men let alone a building next to it with men who do not need the temptation of crimes on businesses, women and children.

I truly believe it is a duplicitous scheme by pei housing to ruin downtown summerside business to be constantly advocating for this.

Whomever is behind it should be investigated.

I say all this because I'm from Fredericton and the mens shelter has created a panhandling vacuum that has also ruined the downtown area and has made it very hard for businesses to thrive. It should have been built in the commercial area by the grocery stores and mall where jobs and food are.

Thank you for your time, Jessica MacFadzen-Reid

**From:** Megan Arsenault <  
**Sent:** Thursday, October 20, 2022 3:48 PM  
**To:** Linda Stevenson <[linda.stevenson@city.summerside.pe.ca](mailto:linda.stevenson@city.summerside.pe.ca)>  
**Subject:** Men's Shelter

Hi Linda,

I just came across the post about the public meeting to decide whether a men's shelter will be allowed at 287 Winter Street and while I will be unable to attend the meeting, I just wanted to drop a line to say I am very PRO this action being taken. The city needs more shelters in place, especially with the growing housing concerns.

Thanks for your time and work with the city!

Megan Arsenault  
Coronation Avenue  
Summerside, PE C1N 2E6

**From:** Lisa Smith  
**Sent:** Sunday, October 30, 2022 7:06 PM  
**To:** Mayor Basil Stewart <[basil.stewart@city.summerside.pe.ca](mailto:basil.stewart@city.summerside.pe.ca)>; Councillor Carrie Adams <[carrie.adams@city.summerside.pe.ca](mailto:carrie.adams@city.summerside.pe.ca)>; Councillor Greg Campbell <[greg.campbell@city.summerside.pe.ca](mailto:greg.campbell@city.summerside.pe.ca)>; Councillor Justin Doiron <[justin.doiron@city.summerside.pe.ca](mailto:justin.doiron@city.summerside.pe.ca)>; Councillor Bruce MacDougall <[bruce.macdougall@city.summerside.pe.ca](mailto:bruce.macdougall@city.summerside.pe.ca)>; Councillor Norma McColeman <[norma.mccoleman@city.summerside.pe.ca](mailto:norma.mccoleman@city.summerside.pe.ca)>; Councillor Brian McFeely

<[brian.mcfeely@city.summerside.pe.ca](mailto:brian.mcfeely@city.summerside.pe.ca)>; Councillor Barb Ramsay <[barb.ramsay@city.summerside.pe.ca](mailto:barb.ramsay@city.summerside.pe.ca)>;  
Councillor Cory Snow <[cory.snow@city.summerside.pe.ca](mailto:cory.snow@city.summerside.pe.ca)>; Linda Stevenson  
<[linda.stevenson@city.summerside.pe.ca](mailto:linda.stevenson@city.summerside.pe.ca)>; Gordon MacFarlane <[gordon.macfarlane@city.summerside.pe.ca](mailto:gordon.macfarlane@city.summerside.pe.ca)>;  
Aaron MacDonald <[aaron.macdonald@city.summerside.pe.ca](mailto:aaron.macdonald@city.summerside.pe.ca)>

**Subject:** Restricted Use Application - 287 Winter St.

**To: City of Summerside Mayor & Councillors**

**Linda Stevenson, Development Officer**

**Gordon MacFarlane, CAO**

**Aaron MacDonald, Director of Technical Services**

I am writing to express my concerns with respect to the Restricted Use Application for 287 Water Street to allow for a "Men's Shelter". While I am not within the 60 meters, I see this area as my "neighborhood" as I frequent that area on a daily basis multiple times while out for walks with my dog or driving my children to activities.

While I do understand the need for shelters and housing for the homeless in Summerside and throughout PEI, I do not see the historic area of the city to be the best location. Considering that this is mainly a residential area and one that should be promoted as a beautiful area to live and visit. I can appreciate the challenges in finding an appropriate location.

My husband and I purchased a historic home in the Summerside 20 years ago. We have raised our family here; we have 3 daughters. There have been times I have questioned whether this was the right area to raise our family. It was never an area I felt comfortable letting my girls explore the neighborhood and run free. There have been traffic concerns, like people speeding and flying through stop signs and some questionable characters walking around as we are on the main route to the Needs convenience store. There was a house one block up that had drug dealers a number of years ago. And that rental home is still a concern. We have also experienced someone entering our home and stealing cash and there was a break in at the YMCA property and the tool was thrown in our driveway.

Saying this, there are many reasons I love this area. The beautiful homes, trees, the character, and the ease of getting around the city. This is something that many do not appreciate, in fact most young families do not want to live in this area choosing to be in the subdivisions on the outskirts of town. This area is not the most sought-after area for young families, and this should not be the case. With this, our home values are not what they would be in other areas of the city or the province. And the value would decrease with a men's shelter and/or homeless shelter in close proximity.

When I heard about a men's shelter (with reference to homelessness in the application) I was a bit perplexed as to why this could possibly go ahead in an area of the City that should be one being revitalized and working with home owners to maintain the historical value of these homes. This area is on the historical walking tour route. Will the residents of the shelter be walking the streets in this

area? Are they people with addictions, with a history of violence, break and enters? Will they be walking to the Needs Convenience store which would have them on our street?

There are a few hundred intermediate school children that walk up and down Central Street and Summer Street crossing Winter every day at noon time. Of which the shelter would be directly in the middle. One of my daughters works at a coffee shop downtown, when walking home she would take Central or Summer, crossing Winter. Would I want my 15 year old daughter to be walking by a men's shelter?

My girls attend a dance school at St. Mary's hall (which is very close to the proposed shelter) that has young girls and teens attending classes 4 evenings a week. That building door is not locked because you drop the dancers off leaving them there in the waiting area and some wait outside in the dark for parents to pick them up.

Several years ago the sweet tearoom Miss Daisy's which is 1 house away from the location that is in question was denied a liquor license because "some of those neighbours have concerns about noise, traffic, and ambiance in the area"

**CBC Article:**

**Mayor Basil Stewart said being a good business isn't the only thing to consider.**

**"You have to deal with the neighbours as well," said Stewart, and some of those neighbours have concerns about noise, traffic, and ambiance in the area.**

As a resident of Summerside, I strongly urge the city to decline this application and work to revitalize this beautiful historic area of the city keep the "ambiance of the area".

Sincerely,  
Lisa Schurman-Smith  
Spring St.

**From:** Sigrid Cook <  
**Date:** October 31, 2022 at 11:13:28 AM ADT  
**To:** Councillor Norma McColeman <[norma.mccoleman@city.summerside.pe.ca](mailto:norma.mccoleman@city.summerside.pe.ca)>  
**Subject:** 287 Winter Street (PID #310730)

To Whom it May Concern,

From the start, I do not believe that this "Men's Shelter" in an old historic building on Winter Street is a good nor acceptable idea. I strongly advice against it, since we also live in the same neighbourhood and I am afraid that there will be an awful lot of traffic between 287 Winter Street and 135 Spring Street, a place that is

dealing drugs. The Police are aware of them, and drive by a few times a week, but usually pass by when nobody has stopped there.

However, if the council and Mayor want to improve the downtown area, that is no way to start with something like this. There are buildings between Heather Moyse Drive and Water Street that would be more suitable than this historic house. Also empty buildings in the strip mall on Granville St and the County Fair Mall as well as on Water Street before you get to the historic Downtown coming from east and some buildings coming from the west. They might be more suitable and no drug dealer close by.

Please do not put the shelter in this historic part of town. I wonder what Wanda Wyatt would have said to such an idea, I doubt very much she would have approved.

Sincerely,

Sigrid P. Cook

**From:** N Perry Cook <nperryc@gmail.com>  
**Sent:** Tuesday, November 1, 2022 11:01 AM  
**To:** Councillor Norma McColeman <norma.mccoleman@city.summerside.pe.ca>; Linda Stevenson <linda.stevenson@city.summerside.pe.ca>; Gordon MacFarlane <gordon.macfarlane@city.summerside.pe.ca>; Aaron MacDonald <aaron.macdonald@city.summerside.pe.ca>; Mayor Basil Stewart <basil.stewart@city.summerside.pe.ca>; Councillor Barb Ramsay <barb.ramsay@city.summerside.pe.ca>; corey.snow@city.summerside.pe.ca  
**Subject:** Restricted use application for 287 Winter Street (PID#310730) re: "Men's Shelter"

Kindly understand that there is, I am sure, wide spread support for opening a "Men's Shelter" in Summerside...indeed, there is a profound need for such a facility...but understand also that the 287 Winter Street address in the 'Historic' district of this city, is exactly the wrong location for such a facility...the negative impact of such a facility on the enrichment of this section of the city, is profoundly apparent...the fact that the location is adjacent to a very active tourist serving 'B&B' is clearly one such reason...the fact that this location is within easy walking distance to two well known 'private street-drug distribution' locations, is inviting unknown trouble to an otherwise quiet and peaceful district of our city, as these facilities always bring disharmony to the immediate community in which they are located...the fact that childrens' playgrounds are located within easy walking distance from this location, is a further invitation to substantially unkind disturbance...all of the above, point out the need to deny the application for exemption.

Kindly do pursue finding an 'off the beaten track' location for such a facility...and ensure, in so locating such a facility, that a suitable buffer exists between said facility and the otherwise normal living of harmonious community living...this is not a 'nimby' issue...it is a well defined and well understood, 'public safety' issue.

Best regards, NPCook

-- .  
N Perry Cook  
Spring St.  
Summerside, PE  
C1N 3G1, Canada

From: Debbie Carson <>

Date: 2022-11-04 10:25 a.m. (GMT-04:00)  
To: Councillor Carrie Adams <[carrie.adams@city.summerside.pe.ca](mailto:carrie.adams@city.summerside.pe.ca)>  
Subject: Men's Homeless Shelter Summerside, PEI

Dear Carrie,

I wanted to take a moment to let you know my husband Peter and I both support the proposed six-bed men's homeless shelter that is to be built on Winter Street. It is long overdue. It breaks my heart to know people are out on the street trying to survive a brutal Canadian winter. We can talk and talk until we are blue in the face over whether we need this shelter or not. Stop talking and do the right thing.

We need this shelter and probably more beds than the six that are being discussed. Get this project going. It is cold out there and people need a place to call home.

Thank you for your time. I look forward to your reply. Harper Lee once wrote, "The only thing that abides by majority rules is a man's conscience."

Sincerely, Debbie Carson and Peter Strauch, Crozier Drive, Summerside

From: Elaine Handrahan > (Elaine Handrahan - Hogan Road, Tignish, PE)  
Date: 2022-11-09 1:03 p.m. (GMT-04:00)  
To: Councillor Carrie Adams <[carrie.adams@city.summerside.pe.ca](mailto:carrie.adams@city.summerside.pe.ca)>  
Subject: Homless

In a few short weeks we will be hearing of finding deceased in parks, in the woods . With the housing crisis there is no place. I have tried since may to find my brother a place and was unsuccessful, until now . He has metal in his back and lived in a tent, cause he didn't Have an address to be on housing list. I called for months looking for apartments . There is none . Please consider the less fortunate before we need to start calling the corner. Here is his camp, by himself

