To: **Richmond Planning Advisory Committee**
Richmond County Council

From: **Planning Staff (EDPC)**

Date: **November 17th, 2026**

Reference: **A rezoning application to rezone PID 75122325 from the Downtown Commercial (C1) Zone to the Mixed-Use Commercial (C2) Zone to facilitate the development of duplexes for rental purposes.**

Recommendation:

That Municipal Council approves an amendment to the Land Use By-law to rezone the property identified by PID #75122325 from the Downtown Commercial (C-1) zone to the Mixed-use Commercial (C-2) zone.

Description	
Designation:	Commercial
Current Zoning:	Downtown Commercial (C-1)
Zoning Request:	Mixed-use Commercial (C-2)
Identification:	PID# 75122325
Total Lot Area:	34000 sq. ft.
Site Visit:	October 23rd , 2026



Figure 1: Site location satellite image.

Background:

On September 2, 2026, the Eastern District Planning Commission received an application from Jason Landry, on behalf of R and M Landry Holdings Ltd, requesting an amendment to the St. Peters Secondary Plan Area Land Use By-law to rezone PID 75122325 from the Downtown Commercial (C-1) Zone to the Mixed-Use Commercial (C-2) Zone. The proposed rezoning is intended to facilitate the development of duplexes for rental purposes.

The subject property, located in St. Peters and identified as PID 75122325, is currently zoned Downtown Commercial (C-1) and is owned by R and M Landry Holdings Ltd. The subject property is located directly behind Tim Hortons. The lot is relatively flat and cleared, with slopes along the property line adjoining Tim Hortons and at the rear lot line. The St. Peter's Coastal Trail runs along the rear of the property, beyond which natural

vegetation extends toward the St Peter's Bay. The property is bordered by the Home Hardware Centre on one side, while the adjacent lot behind the insurance agency on the other side is vacant. The surrounding land uses consist primarily of Downtown Commercial (C-1) and Mixed-Use Commercial (C-2) uses.



Figure 2: Site context – commercial uses

The Downtown Commercial (C-1) Zone permits a range of commercial and institutional uses as-of-right, including automobile service uses, retail establishments, and institutional uses. Residential uses, including the proposed duplex development, are not permitted within the C-1 Zone.

The applicant is proposing to initially develop one duplex on the subject property, with the potential for the development to expand to four duplexes for a total of 8 dwelling units. As the proposed residential development is not permitted within the existing Downtown Commercial (C-1) Zone, the applicant is requesting to rezone the property to Mixed-Use Commercial (C-2) to facilitate the proposed development.



Figure 3: Site image.

Analysis:

Policy A-5 of the Municipal Planning Strategy recognizes that lands adjacent to a particular land use designation may be considered for rezoning to a similar use without requiring an amendment to the Municipal Planning Strategy, provided that the intent of the policies of the Strategy is satisfied.

As per *Policy A-7(a)* the intent of the municipal planning strategy must be met. The Strategy states that '*To encourage an orderly evolution of commercial uses between the downtown area and the surrounding residential area, the Mixed-Use zone will be placed on lands extending from the Downtown Commercial zone into the Residential designation.'* The proposal hence meets the intent of the municipal planning strategy by rezoning Downtown Commercial (C-1) to Mixed used Commercial (C-2) and developing duplexes in phases for rental purposes.

For *Policy A-7(b),* Staff obtained comments from the Village of St. Peter's, Samsonville and Area Water Utility. The existing water system can currently support up to four rental duplexes; however, future development, pending service connections, and increasingly dry summers may affect water supply adequacy. The Water Utility is undertaking a multi-phase project to improve existing infrastructure and secure an additional water source. Fire flows along Grenville Street remain below the recommended capacity, although recent experience suggests they have been sufficient for firefighting. While no upgrades are required specifically for the proposed development, further information on the development timeline will be needed following rezoning approval to assess cumulative demand and plan necessary infrastructure improvements.

The current sewer services are adequate to support the proposed development of up to four duplexes for rental purposes. The Village of St. Peters is not in a position to accept any costs related to the proposed development, although no costs to the Village are anticipated.

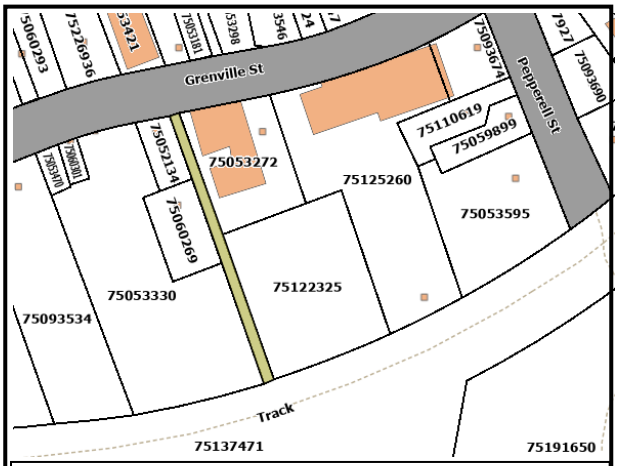


Figure 4: Image showing road access to lot.

The Provincial Department of Public Works has been contacted for comments; however, no response has been received to date. The subject property is accessed via PID 75154757, which is a road parcel with undetermined ownership. Grenville Street has a posted speed limit of 50 km/h and already accommodates access to more intensive commercial uses. Furthermore, the proposed rezoning represents a downzoning from the Downtown Commercial (C-1) Zone to the Mixed-Use Commercial (C-2) Zone. The C-1 Zone is intended to accommodate the more intensive commercial core and therefore has greater potential for traffic generation. In contrast, the C-2 Zone serves as a mixed-use and transitional zone, allowing for a greater range of residential uses and thereby potentially moderating the overall traffic impacts associated with development. For *Policy A-7(c)* The proposed duplex development is considered compatible with the surrounding land uses, as duplexes are permitted as-of-right in the Mixed Use Commercial (C-2) Zone under the St. Peter's Land Use By-law. This section of Grenville Street is transitional, including more commercial development to the east and low-density residential uses to the west. Given this transition, the proposed duplexes will fit well with the surrounding area. No significant emissions or other land-use conflicts are anticipated. Development permits will be issued only upon compliance with the applicable requirements for setbacks, building height, lot coverage, access, parking, and open storage. Signage is not applicable, and no other planning concerns have been identified. The site is

suitable for the proposed development, with no watercourses immediately adjacent to the property and no adverse impacts anticipated on nearby watercourses.

The subject property is directly adjacent to lands zoned Mixed-Use Commercial (C-2). As such, the proposed rezoning would provide for a continuation of the existing C-2 zoning pattern and would facilitate a transition between the downtown commercial area and the surrounding residential uses. Based on this context, the proposed rezoning is considered to be consistent with the intent of the Municipal Planning Strategy and does not require an amendment to the Strategy.



Figure 5: Image of the access to the site through Grenville Street.

Statements of Provincial Interest:

The purpose of the Statements of Provincial Interest (SPI) is to protect the common public interest and encourage sustainable development in municipalities. SPI are policy statements adopted by the provincial government under the powers of the Municipal Government Act. They are set out in Schedule "B" of the MGA and came into effect on April 1, 1999. Legislation requires that St. Peter's rezoning municipal planning documents are "reasonably consistent" with the SPI. As such, the following comments are offered with respect to consistency of the proposal with the SPI:

1. Drinking Water: The proposed development does not impact the provision of drinking water. The property is not located within a well field or an area covered by a Source Water Protection Plan.
2. Flood Risk Areas: Not in an identified flood risk area.
3. Agricultural Land: Not considered agricultural land or impacting agricultural lands.
4. Infrastructure: Makes use of existing municipal water with no demand for new municipal infrastructure subject to caveats identified by staff.
5. Housing: The proposed development provides housing for up to 8 units.

The proposed development is reasonably consistent with the Statements of Provincial Interest.

Conclusion

The opinion of Planning Staff is that the proposal is in conformance with the intent of the St. Peter's Municipal Planning Strategy and Land Use By-law. Staff therefore recommend that Council approve the rezoning of PID 75122325 from the Downtown Commercial (C-1) Zone to the Mixed-Use Commercial (C-2) Zone.

Proposed Motions for the Planning Advisory Committee:

Based upon the staff's recommendation, the proposed motions for PAC are:

That the Planning Advisory Committee recommend that Municipal Council approve the rezoning of PID 75122325 from the Downtown Commercial (C-1) Zone to the Mixed-Use Commercial (C-2) Zone; and

That Municipal Council gives First Reading and schedules a Public Hearing.

Appendices:

Appendix A: Evaluation Criteria's and Policies

Appendix B: Amending map for Land Use Bylaw

Appendix A: Evaluation Criteria's and Policies

Policy A-5
It shall be the policy of Council that areas immediately adjacent to a given land use designation on the Generalized Future Land Use Map may be considered for rezoning to a use which is similar in nature to the given designation without requiring an amendment to this strategy, provided that the intention of all other policies of the strategy are satisfied.

Policy A-7 In considering amendments to the Land Use By-law, in addition to all other criteria set out in various policies of this strategy, Council shall have regard to the following matters:	
(a) That the proposal is in conformity with the intent of this strategy;	Complies – See Staff Report
(b) That the proposal is not premature or inappropriate by reason of:	
i. the financial capability of the Municipality or Village to absorb any costs relating to the development;	Complies – See referral letter
ii. the adequacy of sewer services and utilities or if services are not provided, the adequacy of physical site conditions for private on-site sewer and water systems;	Complies – See referral letter
iii. the adequacy and proximity of school, recreation, and any other community facilities;	N.A.
iv. the adequacy of road networks in, adjacent to, or leading to the development;	Complies – See referral letter
v. the potential for the contamination of water courses or the creation of erosion or sedimentation.	N.A.
(c) That adequate requirements are contained in the Land Use By-law to reduce conflict between the development and any other adjacent or nearby land use by reason of:	
i. type of use;	Complies – See Staff Report
ii. emissions including air and water pollutants and noises;	Complies – See Staff Report

iii.	height, setback and lot coverage of the proposed building;	Complies – See Staff Report
iv.	access to and egress from the site and parking;	Complies – See Staff Report
v.	open storage;	Complies – See Staff Report
vi.	signs;	N.A.
vii.	similar matters of planning concern.	Complies – See Staff Report
viii.	Suitability of the proposed site in terms of steepness of grades, and/or location of watercourses.	Complies – See Staff Report

Appendix B: Amending map for Land Use Bylaw

