# Official Plan - 2018

## City of Cornwall

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Cornwall
ONTARIO CANADA

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# 1.0 INTRODUCTION

## 1.1 General

This document constitutes the Official Plan for the City of Cornwall Planning Area and repeals and replaces the Cornwall Official Plan passed in 2002. The new Official Plan has been prepared and enacted in accordance with the provisions of the Ontario Planning Act and the Provincial Policy Statement (PPS).

The main purpose of the Official Plan is to provide a general, comprehensive, framework for the guidance of future land use and physical development within the corporate limits of the City of Cornwall.

### 1.1.1 Context

The City of Cornwall consists of approximately 80 square kilometres and 46,400 persons and is situated on the north shore of the St. Lawrence River, approximately 37 kilometres west of the Quebec/Ontario border, 100 kilometres south-east of Ottawa and 110 kilometres west of Montreal. It is an integral part of the "Quebec City to Windsor corridor" and is served by numerous excellent transportation facilities including Highway 401 and former Highway 2 (and Highways 138-417 to Ottawa), the CN Mainline and the International Bridge linking Cornwall to New York State. Cornwall has a strong economic base; historically dependent on manufacturing it has increased in diversity to include expanding service and logistics sectors.

The City has an immediate regional population of approximately 73,400 (including the City at approximately 46,400 (2014 Watson Report) and surrounding South Stormont and South Glengarry Townships) and is the centre of a much larger region containing 116,500 plus persons. Cornwall is indeed an old City by Canadian standards and celebrated its Bicentennial in 1984. It has a long history and rich cultural heritage and has been strongly influenced by its industrial heritage, as well as English, and French Canadian, and Akwesasne cultures.

## 1.2 Short Title

The Official Plan for the City of Cornwall Planning Area may be referred to as "The Official Plan” or “the Plan".

## 1.3 Structure of the Official Plan

The Official Plan consists of the written text and the Schedules attached hereto and shall include any future amendments formally incorporated into this Plan. While the background material contained in the Appendices attached to this Plan does not formally constitute a part of the Official Plan, it does provide a necessary context for the reader. Reference should also be made to the many background studies and other reports used to provide a basis for the Official Plan.

## 1.4 Scope and Type of Plan

**1.4.1** The Official Plan is primarily concerned with promoting the orderly development and redevelopment of land within the City of Cornwall.

**1.4.2** The Official Plan is intended essentially as a **Comprehensive Land Use Plan**. It is intended as a comprehensive document in terms of its scope and subject matter. The focus of the Official Plan is primarily upon future land use and the physical development of the Municipality. The Official Plan does recognize however, that land use planning is inherently related to other City functions and objectives such as economic development, the efficient provision and utilization of municipal services, energy conservation and sustainability, protection of the natural environment, and sound financial management.

**1.4.3** The Official Plan should be considered as a **Primary Plan** setting out general city-wide policies. It is intended as a document from which more detailed plans, policies and programs will ultimately be developed.

**1.4.4** Scope and Type of Plan - The Official Plan is also intended as a **Policy Plan** as opposed to a regulatory document and as such, is essentially an official statement of the City's planning aspirations - setting out its goals and policies.

The Official Plan document by itself cannot control development. The Official Plan does however, provides the necessary basis for the Zoning By-law and also provides a guide to be used in assessing development applications (e.g. re-zonings and proposed plans of subdivision). It should be noted that the Planning Act provides that all future by-laws passed and public works undertaken by a municipality must conform with its Official Plan or Amendments to that. The City may enact additional by-laws (i.e.: site alteration or tree preservation By-law) which can assist in the implementation of this Plan.

## 1.5 Purpose of the Plan

**1.5.1** The general purposes of the Official Plan are to define and promote the public interest in the future planning of the City, to promote an enhanced quality of life for the citizens of Cornwall and to reduce the uncertainty that could exist concerning the future development and re-development of the City.

**1.5.2** The Plan has been developed to support the creation of a strong healthy community, the wise use and management of resources, and the protection of public health and safety in accordance with the Provincial Policy Statement, 2014.

**1.5.3** More specifically, the Official Plan is intended to:

- Set out the official intention of the City towards the future development and redevelopment of the Municipality and by so doing; provide a general framework for future planning decisions and programs.
- Provide the basis for an updated City Zoning By-law and other land use control documents.
- Provide guidance to the Planning Advisory Committee, City Council, the Committee of Adjustment, and other bodies on future development applications and assist the Ontario Municipal Board in its decisions on planning appeals.
- Provide guidance to prospective private developers and investors on the future development and redevelopment of the City and to set out planning approval criteria and related matters.
- Provide guidance to other public officials and agencies so that their programs can be better co-ordinate with land use planning objectives.
- Encourage public understanding of the future planning of the City.
- Provide the City with a basis for future discussions with Provincial and Federal agencies on planning and development matters or the application of Provincial or Federal programs to the City of Cornwall.
- Encourage "secondary" planning which may include the preparation of more detailed plans, elaboration upon or additions to the general Official Plan policies.

## 1.6 Planning Period

**1.6.1** The Policies and Schedules contained in the Official Plan embrace a 20-year planning period or horizon.

## 1.7 Official Plan Review and Amendments

**1.7.1** While the Official Plan is intended as a long range policy document, it also promotes the concept of **Continuous Planning**. It is intended that the Official Plan be maintained as an up-to-date, relevant policy document through systematic monitoring, review and amendment.

**1.7.2** The concept of continuous planning will be achieved through:

**a)** regular monitoring of future growth and land use trends;

**b)** amendments to the policies and Schedules of the Official Plan where such amendments are deemed to be in the overall interest of the City;

**c)** periodic and systematic review of the basic intent and concepts of the Official Plan to be undertaken at least once in every (10) ten year period taken from the date this (new) Plan comes into effect or as required by the Planning Act; and

**d)** the implementation of a comprehensive and on-going, land use planning study program.

# 2.0 BASIS OF THE PLAN

## 2.1 Introduction

The Official Plan is based upon a number of underlying assumptions, planning principles, a twenty-year vision and strategic directions. These provide the basic framework for the planning goals and policies laid out in this plan.

**"Assumptions"** are statements concerning some future condition of the City of Cornwall which are taken to be true.

**"Planning Principles"** are general rules, concepts or guidelines reflective of contemporary planning theory and fundamental to the Official Plan.

**"Twenty-year Vision"** represents what is desirable for the future condition of the City of Cornwall.

**"Strategic Directions"** refer to the priority and overarching actions which will contribute to realizing the Twenty-year Vision and which guide the topic specific planning goals and policies.

**"Planning Goals"** are topic specific statements representing desired states to be achieved and collectively define what the City would like to achieve for Cornwall.

**"Planning Policies"** are more specific statements representing courses of action or considerations upon which the City should base all land use decisions.

## 2.2 Twenty-Year Vision for the City of Cornwall

"Cornwall is a vibrant, friendly, culturally inclusive community, with a high quality of life for people of all ages. It is a clean and beautiful city which people are proud of and proud to be from. The city has maintained its mix of urban and rural areas, and serves as a hub for the surrounding counties and a key point of connectivity within Ontario. Cornwall is viewed as a tourist destination and has a positive image tied to its distinct heritage and identity, 'destination waterfront', responsible environmental stewardship, robust culture, and thriving economy.

Residents of Cornwall enjoy living in this evolving community, and benefit from the pattern of good community planning. In Cornwall, economic development and knowledge drives prosperity, promotes educational opportunities, generates wealth, and supports infrastructure. Cornwall has an animated, pedestrian-friendly downtown and its safe neighbourhoods are liveable, accessible, reflect the strategic development and redevelopment that has taken place, and are well connected to each other and to community amenities."

## 2.3 Strategic Directions

**2.3.1** To achieve the Twenty-year Vision, Cornwall will follow these strategic directions:

- Foster a beautiful, vibrant**,** and environmentally sound waterfront, achieved through strategic enhancements;
- Support redevelopment and enhancement of derelict and run-down residential areas/buildings;
- Support redevelopment of Brownfield sites with particular emphasis on the former Domtar and Courtaulds Sites);
- Protect the natural environment for the health and enjoyment of future generations;
- Protect and enhance the vibrancy of the Downtown and Le Village;
- Protect and rehabilitate heritage buildings;
- Increase the visibility of Cornwall along Highway 401, while protecting neighborhoods;
- Maintain and enhance the multi-use trails network;
- Continue to develop, grow, and strengthen the City's Planned Business Park to access economic development opportunities;
- Ensure new developments fit well with older buildings, and enhance/complement the existing architectural character of the community;
- Improve the connectivity of the downtown road network;
- Increase opportunities for use of transit and active-modes of transportation (bicycling, walking, etc.);

- Increase accessibility of Cornwall for people of all ages and abilities;
- Celebrate cultural diversity and increase intercultural exchanges;
- Invest in infrastructure to enhance resilience to climate change impacts;
- Attract and retain youth and young families through supporting opportunities for education, recreation, affordability, and prosperity; and
- Protect, enhance and promote cultural heritage resources.

## 2. 4 Assumptions

The current approximate City population at the time of draft Official Plan is 47,848 (*source: City of Cornwall 2016 Economic Development Strategic Plan*). As well, an approximate 2,660 dwelling units will be required to accommodate the anticipated growth (source: *Watson and Associates Economists Ltd., City of Cornwall Municipal Comprehensive Review 2014*). The Official Plan makes the following basic assumptions concerning future conditions in the City during the planning period.

**2.4.1** The City of Cornwall will continue its role as the major urban centre of the Seaway Valley Region.

**2.4.2** It is assumed that the population of the City will continue to grow to reach approximately 50,900 persons in the twenty-year time horizon to 2036. The City's designed municipal infrastructure (water supply, sanitary/storm sewer treatment capacity) will accommodate such planning growth. It is assumed that Cornwall will retain its small City character and lifestyle.

**2.4.3** There are approximately 26,801 jobs in the City of Cornwall as of 2015 (*source: Economic Development Strategic Plan 2016*). It is assumed the City will continue to aggressively search-out and recruit new industries and employers to expand its economic growth and diversification. It is expected that the City's economic base will continue to be impacted by the manufacturing sector, with a general shift to the logistics and service sectors. Changes to Cornwall's economic base may impact requirements for development sites.

**2.4.4** Cornwall will continue to perform as a key service centre role for tourism in the region and tourism will become an even more significant economic activity to Cornwall over the planning period.

**2.4.5** It is assumed that the defined Urban Settlement Area will be the focus of growth and development and contains sufficient land, services and community facilities to accommodate future urban growth and development over the planning period. It is assumed that the area outside of this boundary will primarily remain as rural, unserviced land.

**2.4.6** A considerable amount of new urban growth can be accommodated through infilling and consolidation of existing development areas, utilizing the capacity of existing trunk services and other infrastructure services. The City will strive to promote intensification such that a minimum target of 20% of new development may occur through infill and intensification.

**2.4.7** People in Cornwall will continue to use the private automobile as a principal means of transportation, but with rising energy costs, and increasing concerns about active lifestyles, public transit and active modes of transportation are encouraged and planned for as important and accessible modes of travel.

**2.4.8** The City will continue to develop at an appropriate density and the majority of housing demand will be for one and two unit dwellings. However, due to economic pressure and demographic changes, there is expected to be increased demand for other types of dwellings such as triplexes and quadruplexes, smaller lot(s) and "compact" single family dwellings, townhouses, apartments, and condominiums.

**2.4.9** Similarly, most of the future residential growth of the City over the planning period is expected to be in the form of Greenfield development but with increased emphasis upon rehabilitation of older homes and infilling projects and Brownfield site redevelopment.

**2.4.10** The City will continue to promote, support and redevelop established Business Districts within the Community, while recognizing there is potential for orderly urban growth within its boundaries.

**2.4.11** The City cannot achieve its aspiration alone and will require the continuous cooperation and support of private and quasi-public groups and other government agencies.

## 2.5 Planning Principles

**2.5.1** The following principles are considered to be fundamental planning concepts and form the basis for more detailed goals and policies:

#### 2.5.1.1 A healthy active community makes it easy for people to make good health choices

Planning for active modes of transportation, and providing high quality and easily accessible parks and recreation facilities makes it easy for people of all ages and abilities to be active.

#### 2.5.1.2 A sustainable/resilient community is one that will enjoy long term prosperity

Through wise decision making, protecting the natural environment, investing in infrastructure, reducing energy consumption and encouraging low impact development, the municipality can prepare for the potential impacts of climate change and protect the long term prosperity of the city. Consideration for preparing an Integrated Community Sustainability Plan would establish a set of guiding directions to help achieve such a goal.

#### 2.5.1.3 An orderly and compact Urban development pattern will be beneficial for the City and the community

Over the long term, a compact and orderly development pattern will prove to be cost effective and efficient from the point of view of the delivery of municipal services, energy conservation and convenience to the population. In a compact community people benefit from improved quality of life associated with having opportunities to work, shop and play near where they live.

#### 2.5.1.4 A creative/liveable community will support Economic Development and a great quality of life

A municipality that supports art and culture fosters a high quality of life for residents, and attracts economic development by becoming a desirable location for knowledge-based and creative industries.

#### 2.5.1.5 Urban and Rural balance

Maintaining both an urban and rural area within the City of Cornwall provides a diverse and complementary living environment and gives the citizens the "best of both worlds" and supports access to local food options.

### 2.5.1.6 Conserve a strong community character

There are many attributes in the City that should be preserved such as the small city charm, mixture of old and new development in established Business Districts, Heritage Buildings/Cultural Heritage Resources, including those reflective of the Industrial roots, older residential neighbourhoods, parks and waterfront development, and cultural heritage.

### 2.5.1.7 Increased Economic Development through an integrated development strategy

In addition to the traditional approaches to economic development (providing attractive, serviced industrial parks, industrial promotion, and encouraging redevelopment), also stress "quality of life" considerations such as housing, recreation, visual environment and provision of cultural facilities.

### 2.5.1.8 An overall Parks and Recreation system that satisfies the health, recreation and leisure demands of all segments of the population

An attractive, accessible and useable park system enhances the visual image of a municipality, provides opportunities for active and passive recreation, promotes social interaction and family life, enhances property values, conserves natural areas, promotes tourism, stabilizes neighbourhoods, acts as a buffer land use and provides a major factor in the attraction of new development to the Municipality.

### 2.5.1.9 Energy conservation and greenhouse gas reductions through Land Use planning

Energy savings and greenhouse gas reductions can be achieved through encouragement of an orderly development pattern, innovative clean energy projects compatible in an urban setting, and urban design that reduces the reliance on the personal automobile and supports walking, cycling, and public transit.

### 2.5.1.10 Promote sustainable economic growth

Cornwall has achieved a significant level of growth and development while maintaining a high quality of life for its citizens. The community enjoys the diverse and accessible range of public amenities and services of a modern city, while retaining the open friendly character of a small town. Cornwall's unique cultural character and ethnic diversity draws on the strengths of a vibrant, multicultural society. Through its active support of sound, environmental projects, Cornwall will continue to play a leadership role in promoting sustainable economic growth. The Official Plan seeks to promote and enhance these desirable attributes of the community.

### 2.5.1.11 A "Design with Nature" philosophy

Attention shall be given in the land use planning and land development process to environmental concerns and resources. Development should be encouraged in areas presenting the least environmental impact.

### 2.5.1.12 Choice of housing types and living environments

A variety of housing types and locations must be provided in order to satisfy the needs of all segments of the population and support continued economic growth.

### 2.5.1.13 Well planned and designed subdivisions

New residential subdivisions should be planned and designed in accordance with contemporary, accepted planning principles to create liveable neighbourhoods. Where possible, the City will promote the design and orientation of subdivisions which maximizes energy efficiency and conservation (and considers the mitigating effects of vegetation) and maximizes opportunities for the use of renewable and alternative energy systems.

### 2.5.1.14 Integration of Transportation and Land Use planning

A fully integrated transportation system should be developed to promote the desired land use pattern. In turn, future land use should be directed to serve the objectives of transportation planning.

### 2.5.1.15 Encouragement as well as control

The basic philosophy is that both encouragement and control of development is necessary in order to achieve the goals of the Official Plan.

### 2.5.1.16 Creation of functional Land Use clusters

Orderly land use requires that functionally related land uses and developments should be grouped together rather than scattered indiscriminately throughout the City. This includes encouraging major developments in the established business districts, directing industrial uses into planned industrial/business parks, clustering of commercial development, encouraging higher density clusters, creating suburban sub-centres, clustering of rural residential subdivisions into suitable areas and combining community facilities and recreational uses on the same site or area or in the same building.

### 2.5.1.17 A compatible Land Use pattern should be promoted

One of the major considerations for reviewing development applications or locating land uses should be the compatibility with adjacent land uses. In some cases the conflicts between land uses can be reduced through such measures as buffering, landscaping, screening and sensitive siting and massing of buildings. Opportunities for redevelopment of existing non-compatible sites or uses to more compatible uses should be sought out and encouraged.

### 2.5.1.18 Identify and enhance Community Improvement Policy Areas

The Official Plan recognizes the importance of planning for the improvement of older districts as well as planning for new areas of the City. Future planning of the City should continue to promote the improvement of older residential neighbourhoods, commercial, industrial, mixed use areas through the community improvement programs.

### 2.5.1.19 Promote and encourage food security efforts in an increasingly important urban-based sustainable food system

As both private and public-based efforts continue to advance in the matter of urban food production, examination of how to fully integrate such activity into Sustainable-based development is necessary.

**2.5.1.20 In support of more self-reliant community living, promote the use of new technologies / emerging techniques for healthy and sustainable urban-based food production**

In an increasingly challenging and pressured food production economy, the importance of seeking out and supporting viable and neighbourhood compatible urban food production strategies / techniques within land use planning is enhanced.

## 2.6 Major Planning Goals

**2.6.1** Chapters 4 to 13 of this plan begin with a number of goals, which are general statements of intent reflecting what the Municipal Council, the Civic Administration and the community would like to achieve for the Municipality. Goals provide a basic building block for any planning process and establish a broad framework for the long term planning and development of the City. Goals represent general statements from which more detailed policies, programs and secondary plans will be developed and provide a means of evaluation for future decision-making options. The goals are derived from the planning principles, vision and strategic directions that have been outlined in this Chapter.

**2.6.2 Introduction**

Goals are general statements of intent reflecting what the Municipal Council, the Civic Administration and the community would like to achieve for the Municipality. Goals provide a basic building block for any planning process and establish a broad framework for the long term planning and development of the City. Goals represent general statements from which more detailed policies, programs and secondary plans will be developed and provide a means of evaluation for future decision-making options.

The following represent the major planning goals of the Official Plan and reflect the basic principles previously outlined in this document. These goals represent an interrelated set of statements and should not be read in isolation.

**2.6.3 Goals**
**General**

**1.** Create an orderly, compact and logically staged urban development pattern, preventing indiscriminate sprawl and premature developments.

**2**. Encourage the infilling and consolidation of existing urban development areas and promote the efficient utilization of existing municipal services.

**3**. Expand and diversify the City's economic and assessment base.

**4**. Encourage the revitalization and appropriate redevelopment of core established Business Districts.

**5**. Maintain both an urban and rural area within the City of Cornwall and retain viable agricultural areas within the Municipality consistent with current Provincial Policy Statements. In addition to preserving traditional agricultural efforts in the Rural area(s) of Cornwall, new urban-based Agricultural (food) production efforts are to be encouraged, while ensuring land use compatibility is maintained.

**6.** Direct future urban development into the most suitable locations taking into account the established development pattern, servicing, transportation and access, land capability, soil conditions, environmental constraints, infrastructure improvement costs, land use conflicts, aesthetics, cultural heritage resources, and similar factors.

**7.** Provide for all required land uses over the planning period and ensure adequate serviced land to accommodate future urban development.

**8**. Ensure that individual land uses are directed into suitable locations and promote land use compatibility in the future planning of the City.

**9.** Promote energy conservation through land use planning.

**10.** Ensure that future development does not place an excessive financial strain upon the City, and consider how future development fits within the context of the City’s long-term infrastructure and asset management planning.

**11.** Ensure that future development is provided with adequate municipal services and community facilities.

**12.** Conserve, promote and enhance the positive characteristics of the City.

**13.** Encourage redevelopment, upgrading and efficient use of underutilized sites and neglected land. Environmental Site Assessments (ESA’s) shall be conducted if contamination of such neglected lands is suspected and the filing of a Record of Site Condition (RSC) where required by the City or Ministry of the Environment and Climate Change (MOECC).

**14.** Encourage the clustering of functionally related land uses.

**15.** Promote and enhance public health and safety in consideration of new development and redevelopment, and improve accessibility for all people by identifying, preventing and removing land use barriers.

## Housing and Residential Land Use

**16.** Ensure that the diverse housing needs of the population are satisfied and provide housing for lifestyles, income levels and tenure. This includes the provision of a mix and range of housing types.

**17.** Encourage attractive and well designed residential subdivisions and innovative housing projects.

**18.** Direct future medium and high density housing projects into suitable locations and ensure a high quality of site development and design.

**19.** Encourage the rehabilitation of older, structurally sound housing and protect stable residential areas.

**20.** Strive towards the improvement and upgrading of older residential neighbourhoods and encourage the appropriate conservation, rehabilitation and redevelopment of such areas.

**21.** Meet the housing needs of all people through supporting the recommendations of the “Housing and Homelessness Plan” and take a “Housing First” approach to homelessness.

## Commercial Development

**22.** Institute an appropriate commercial hierarchy or classification system and ensure a rational, equitable and convenient distribution of commercial uses throughout the City.

**23.** Provide sufficient commercial development to serve the needs of new development areas while still ensuring the economic viability of the established Business and Commercial Districts.

**24.** Recognize the importance of unique commercial districts such as Montreal Road and encourage the upgrading of such areas.

**25.** Develop functionally related land uses around community shopping centres and encourage the development of suburban sub-centres.

**26.** Discourage continuous strip commercial development along arterial streets and encourage the grouping of Highway Commercial development into integrated complexes.

**27.** Upgrade and intensify existing highway commercial strips such as Brookdale Avenue.

## Industrial Development

**28.** Provide sufficient, serviced industrial land and sites to accommodate a variety of industrial and business developments and develop attractive, high quality industrial parks, while recognizing the evolving needs of service based industries. Institute an appropriate industrial hierarchy or classification system and ensure a rational, equitable and convenient distribution.

**29.** Encourage the efficient utilization of existing industrial areas and promote the appropriate redevelopment of pockets of underutilized land or obsolete industrial areas.

## Parks, Tourism, Open Space and Environment

**30.** Continue to maintain and develop comprehensive parks and open space system providing recreational opportunities and facilities to meet the recreational needs and demands of all sectors of the population.

**31.** Strive towards the creation of a continuous or linked open space system.

**32.** Recognize and develop the St. Lawrence waterfront as a major public resource and recognize the potential of the Raisin River valley system.

**33.** Encourage and promote Tourism attractions and identify tourism potential through the development of a comprehensive long-term Tourism Strategy for the City.

**34.** Encourage the preservation, rehabilitation, restoration and economic reuse of historic and architecturally significant buildings in the City.

**35.** Protect unique environmental or hazard lands and promote a "Design with Nature" philosophy.

**36.** Improve the visual qualities of the City.

## Transportation

**37.** Develop a safe, efficient and convenient transportation system providing for all modes of travel and reinforcing an orderly and compact development pattern.

**38.** Encourage the efficient use and operation of the public transit system.

**39.** Ensure that future major transportation projects and proposed utility corridors are co-ordinated with land use planning objectives.

**40.** Protect the traffic carrying capacity of arterial streets through comprehensive land use, access and subdivision controls.

**41.** Work towards the relocation of minor railway lines and the removal of at-grade railway crossings.

## Implementation and Land Use Control

**42.** Institute comprehensive zoning regulations, site plan control, sign regulations and other development controls in order to carry out the intent of the Official Plan.

**43.** Evaluate and minimize the adverse impacts to the Municipality of major development proposals (land use, services, transportation, environmental, energy, social, visual, economic, historical/archaeological and financial impacts).

**44.** Provide an efficient and effective system for the review of subdivision, rezoning and other development applications, including effective public participation in such applications.

**45.** Provide a continuous planning program.

**46.** Promote public participation and education in the planning process.

**47.** Recognize that community planning represents a balance between private property rights and community goals, objectives and rights.

**48.** Achieve coordinated land use planning among the City, surrounding lower and upper tier municipalities and First Nation and Metis communities.

# 3.0 GROWTH CONCEPTS AND POLICIES

## 3.1 Introduction

The future direction, form and structure of urban development in a municipality are some of the most important issues to be addressed in any Official Plan. The growth pattern and land use structure of a city are closely interrelated with other City Government functions, particularly the efficient delivery of municipal services, and also influences lifestyle options for the citizens of the Planning Area.

This Chapter describes the general concepts for development and provides policies for the staging of future development. These concepts and policies provide a conceptual framework for other Official Plan policies.

The basic goal is to encourage an increasingly compact, orderly, efficient, and logically staged urban development pattern. The role of the Official Plan in this regard is to set out the general concepts and policies required to achieve the desired pattern of development for the Municipality. Such policies provide the basic framework guiding future planning and development decisions by both the public and private sectors.

## 3.2 Goals and Principles

The growth concept of the Official Plan is based upon the following goals and principles:

**1.** That infilling and consolidation of existing urban development areas are to be actively encouraged, and given priority, such that a minimum target of 20% of new residential development occur through redevelopment or intensification.

Background analysis suggests that there is a substantial amount of vacant land area either within or immediately contiguous to existing development and that these vacant areas are capable of being serviced by existing trunk facilities and are suitable for development in other respects.

A more consolidated and compact urban development pattern is more cost efficient for the City and its taxpayers and would:

**a)** ensure that the future development blends in with existing neighbourhoods;

**b)** make efficient and economic use of existing trunk sewer and water services as well as other municipal services such as fire protection and garbage collection service areas and existing City transit routes. Compact development avoids the need to extend services over long distances and hence results in substantial savings;

**c)** make it easier for the City and other public or quasi-public agencies to provide and program new services and community facilities, all of which become more difficult or costly to provide when development is scattered;

**d)** contain urban growth within the urban settlement area;

**e)** promote the strengthening of strong established Business Districts by maintaining future development within easy reach of core areas;

**f)** promote a more sustainable City; and

**g)** make possible a more complete and continuous street system, which supports the use of transit and active modes of transportation.

**3.2.1-1** In support of references to redevelopment and intensification related policies in this Plan, particular emphasis and encouragement for higher density projects in specific geographic areas, including but not necessarily limited to: the Downtown and Le Village B.I.A.'s; Cotton Mills Redevelopment District and Port Divestiture lands; former Courtaulds' Main Mill(s) site; former Domtar Main Mill site and associated parking lot; and the associated 'Gateway' corridors, as identified in the 2012 Centretown Streetscape Plan, shall be a primary interest of the Municipality.

**2.** That urban development within the urban settlement area be properly phased.

**Phasing** of development is essential in order to ensure the economic extension and utilization of municipal services and community facilities, to encourage an orderly progression of urban development and to ensure that future development does not place a burden upon City financial resources.

**3.** That future urban development be directed to the urban settlement area and into the most suitable areas.

Growth areas designated in the Official Plan have been determined on the basis of comprehensive study a comprehensive review, taking into account factors such as:

**a)** the existing pattern of development and the need to promote orderly and compact development;

**b)** servicing capabilities and infrastructure;

**c)** transportation facilities and access;

**d)** topographic, environmental and other physical constraints;

**e)** existing land use and potential land use conflicts;

**f)** agricultural land capabilities;

**g)** major physical boundaries;

**h)** approved or committed developments; and

**i)** the amount of land required to accommodate the future growth of the City.

**4.** That urban development be contained within complete planning units such as "communities" and "neighbourhoods" and that suitable facilities and centres be developed to serve these planning units.

**5**. That the City continues to provide both an urban and a rural area balance consistent with the Provincial Policy Statement that protects agricultural lands.

It is not necessary to designate the entire Municipality for urban development over the planning period as there is a substantial supply of suitable and serviceable vacant land within or adjacent to the built up area. Land designated for rural development in the Plan includes those areas which are presently rural in character and which cannot be economically serviced. Maintaining an urban and rural balance in the Municipality is a desirable goal in itself as a choice of lifestyles is provided. In addition, the protection of prime agricultural lands and viable farming operations is consistent with Provincial Policy.

**Note**: The remainder of this Chapter describes the general concepts for development and provides policies for the staging of future development. These concepts and policies provide a conceptual framework for other Official Plan policies.

## 3.3 General Development and Growth Concepts

**3.3.1** The policies of this Plan are based upon the concept of a Municipality which continues to contain both urban and rural areas.

**3.3.2** Urban residential development is to be directed into distinct communities and planning units with appropriate facilities, support uses and centres provided to serve these units.

**3.3.3** Development in the urban areas shall be required to proceed on the basis of full Municipal water and sewer services. Residential development in the Rural Area that may eventually require full Municipal services shall be discouraged and shall be considered premature.

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**3.3.3.1** The Municipality will seek to ensure that land use compatibility issues will be thoroughly addressed whenever new developments are proposed. The appropriate guidelines, such as the MOECC D Series Guidelines, will be used when determining the compatibility of adjacent land uses (industrial uses, sewage and waste disposal sites). In addition, each of the Official Plan Land Use Designations may include specific and varied issues which may have to be addressed when new development is proposed.

**3.3.4** Urban development is to be encouraged in an orderly compact and logically staged manner and shall take place through intensification and Greenfield development within the urban settlement area.

Development within the urban settlement area shall occur through:

**a)** development of vacant lots within approved lots of subdivision;

**b)** redevelopment on suitable infill lots;

**c)** development of vacant, unsubdivided parcels of land which are contained within existing development areas;

**d)** development of areas which are contiguous to existing urban development and which are capable of economic servicing;

**e)** "back lot" plans of subdivision, re-subdivision and severance of existing large lot areas which are or can be economically serviced by municipal water and sewer facilities e.g., V.L.A. lots in the north Pitt Street area; and

**f)** redevelopment of declining or underutilized older Industrial areas and Brownfield sites to mixed compatible land use, appropriate to surrounding neighbourhoods, subject to applicable Environmental Legislation (i.e. such as Records of Site Condition (RSC)).

**3.3.5** The boundaries of the Urban Settlement Area are indicated on **Schedule 1: Land Use**. Schedule 1 establishes the designated growth area that incorporates land sufficient to accommodate the forecasted land needs of the City for the twenty year planning period. This boundary may only be expanded through a comprehensive review process where it has been demonstrated that:

**a)** sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;

**b)** the infrastructure and public service facilities which are planned or available are suitable for the development over the long term, are financially viable over their lifecycle, and protect public health and safety and the natural environment;

**c)** the new or expanding settlement area is in compliance with the minimum distance separation formulae;

**d)** impacts from new or expanding settlement areas on agricultural operations which are adjacent or close to the settlement area are mitigated to the extent feasible; and,

**e)** determining the most appropriate direction for expansions to the boundaries of the settlement area is done in accordance with the Provincial Policy Statement and relevant Official Plan policies.

**f)** impact on the cultural heritage environment has been considered.

**3.3.5.1 <u>As per Provincial Policy Statement 6.0 – Definitions - Urban Settlement Area Boundary (USAB) is</u>:**

<u>Designated Growth Areas</u>: means lands within settlement areas designated in an official plan for growth over the long-term planning horizon provided in policy 1.1.2, but which have not yet been fully developed. Designated growth areas include lands which are designated and available for residential growth in accordance with policy 1.4.1(a), as well as lands required for employment and other uses.

<u>Settlement Areas:</u> means urban areas and rural settlement areas within municipalities (such as cities, towns, villages and hamlets) that are:

**a)** Built up areas where development is concentrated and which have a mix of land uses; and

**b)** Lands which have been designated in an official plan for development over the long-term planning horizon provided for in policy 1.1.2. In cases where land in designated growth areas is not available, the settlement area may be no larger than the area where development is concentrated.

As per the above definitions and in accordance with Schedule 1:

**a)** Future urban development is envisioned as generally taking on the form of an inverted "T" as viewed from the River, with rural development being maintained in the north-west and north-east sectors of the Municipality. The majority of urban residential development is concentrated south of the CN Mainline and to a lesser extent, urban development also extends north to include the Eamer's Corners Community area as illustrated on Schedule 1;

**b)** Major employment areas include the Downtown and Ninth Street / Marleau Avenue Corridor, Le Village Business District, Brookdale / Vincent Massey Corridor, the City's Business Park, and the major institutions (NAV Canada Centre, St. Lawrence College, hospitals).

**3.3.6** All future urban development shall proceed in an orderly progression starting from the existing development pattern. Gaps between development shall not be permitted except in areas where deemed appropriate, and:

**a)** the City has reasonable assurance that the intervening lands will be developed within the near future; or

**b)** the logical and economic servicing of the land dictates otherwise.

**3.3.7** Development in the rural sectors shall be governed by the policies of the Rural Area Land Use Designation. In addition, it is intended that the northwest rural sector shall be regarded as an area for general rural development with major public uses such as the solid waste disposal and hydro corridors and electricity generation facilities and transmission and distribution systems occupying a relatively large portion of the land area. The northwest rural sector also contains the large Guindon Park which is designated as Major Open Space and partly Commercial Open Space on **Schedule 1: Land Use.** It is the further intention of this Plan to protect viable pockets of agricultural use in this sector wherever possible. The northeast rural sector is intended primarily for agricultural and open space uses, recognizing that this sector contains areas with significantly high agricultural land capabilities and large farming operations as well as a substantial amount of area affected by the potential flooding of the Raisin River.

**3.3.8** While it is likely that the City will continue to develop primarily with low density residential housing (primarily 1 and 2 unit dwellings) the future development pattern is likely to take place in a more compact and consolidated manner and with a greater proportion of housing units in multiple dwellings. Reasonable attempts shall be made to increase the average density of development in a manner that is compatible with existing development. For example, typically a lower net density rate of 8 – 10 units per acre (20 - 25 units/hectare) is experienced in Suburban or Greenfield areas. Densities at a modestly increased rate beyond this may be encouraged in such new Residential development in order to assist in the proper management of the O.P. assigned Residential and Supply.

**3.3.9** Higher density housing shall be encouraged in locations that can satisfy the concepts and criteria of this Plan.

In addition, it is the intent of the Plan to achieve an orderly gradation or transition of densities starting from the Downtown Business District and also within new development areas. Drastic changes in residential density shall be discouraged.

**3.3.10** It is the intention of this Plan to encourage future development of the city to take place in distinct and complete neighbourhood planning units. New residential subdivisions shall be integrated into the larger neighbourhood pattern. In order to achieve a more integrated pattern, during the review of subdivision applications, the City may require the preparation of an overall concept plan indicating how the proposed subdivision will fit in with the larger

neighbourhood pattern. Joint subdivision schemes between adjacent owners shall also be encouraged.

Facilities shall be provided appropriate to each community area and wherever possible such facilities (e.g., arena, schools, community centre, community park, churches, senior citizen projects and other institutional uses, local commercial uses) shall be clustered together in order to provide a focal point for the community. The municipality shall encourage the development of community hubs to improve efficiencies in the delivery of social and recreational services.

Where feasible, new neighbourhoods shall be designed and focused around a centrally located school-park centre with open space and pedestrian linkages provided throughout the neighbourhood.

**3.3.11** The Official Plan envisions strong, established Business Districts serving the City with a suitable hierarchy of commercial facilities and sub-districts serving the population. The intention of the Plan is also to strengthen older shopping districts such as the Downtown and Le Village Business Districts and to produce more focussed suburban commercial development.

High density residential, ancillary commercial uses and institutional uses shall also be encouraged around Community Commercial Centres. Highway Commercial development shall be encouraged to take place in a more concentrated and planned manner.

**3.3.12** The Official Plan recognizes the importance of older housing to Cornwall and actively attempts to encourage sympathetic rehabilitation of structurally sound housing stock and the stabilization and upgrading of older residential neighbourhoods. The philosophy of the Plan is to utilize a combination of conservation and redevelopment in the planning for such older development. Select redevelopment on suitable sites and infill housing projects compatible in scale with adjacent uses shall be encouraged within the older neighbourhoods.

**3.3.13** An orderly and compatible transition of development shall be achieved where industrial or commercial development adjoins residential areas.

**3.3.14** Encourage redevelopment and/or adaptive re-use of declining or underutilized older Industrial Areas to mixed compatible land use, appropriate to surrounding neighbourhoods.

**3.3.15** Wherever possible, functionally related land uses shall be clustered and grouped together as opposed to being randomly distributed throughout the Municipality.

**3.3.16** The Plan incorporates the concept of continuous, linear and linked public open space and will strive towards increased public use, access and enjoyment of the waterfront area.

**3.3.17** The City shall encourage appropriate facilities and services to support development in accordance with the goals and policies of the Official Plan. Every attempt shall be made to encourage development which utilizes the available capacity of existing Municipal services and facilities. Future development shall be directed and regulated so as not to place a financial burden upon the Municipality.

## 3.4 Phasing of Development

**3.4.1** It is the overall intent of the Official Plan to ensure that future urban development proceeds in an orderly progression that municipal services and community facilities are provided or utilized in a cost effective manner and that future development does not place a financial burden upon the Municipality. In order to achieve these goals, it is essential that future urban development be subject to logical phasing policies.

**3.4.2** Urban development will be permitted to proceed only where adequate municipal services or community facilities exist or can be provided within the financial means of the Municipality and where an overall, orderly and compact development pattern would result.

**3.4.3** It is the policy of the City to ensure that new urban development areas are provided with the necessary support services and facilities such as:

**a)** sanitary sewers and storm drainage facilities, piped water supply; gas, power and telephone utilities; water and sewage treatment;

**b)** fire protection, garbage collection and similar municipal services;

**c)** suitable access and transportation; including both arterial streets and public transit services; and

**d)** schools, parks and related community facilities.

Where any of the above services or facilities cannot be provided in a cost effective manner or do not have available capacity, the City may refuse, defer or modify approval of new developments. The City may also stage future development to coincide with the provision of planned municipal services and community facilities.

**3.4.4** A general principle of this Plan is to extend municipal services only when existing development areas are substantially developed.

**3.4.5** Every attempt shall be made to balance new residential development with new employment opportunities and to strive for an appropriate balance between residential and non-residential assessment.

**3.4.6** Where major improvements are required to remedy development constraints in growth areas the improvements shall be provided through:

**a)** the developer through a subdivision agreement, front end servicing agreement or similar mechanism; or

**b)** the Municipality under a development charges system (e.g., for the purpose of financing trunk services or other significant general infrastructure improvements); or

**c)** the Municipality in general; or

**d)** a combination of a), b) and c).

**3.4.7** The monitoring of phased and progressive new residential (subdivision) development within the Urban Settlement Area Boundary will take the form of an annual analysis by the Planning Division, to determine the measured and effective status of both draft approved and registered lots, including density mix compared to demand trends. While there is no set priority of geographic and properly zoned /designated areas for new subdivision development, emphasis continues to be on the completion of commenced neighbourhoods including, but not limited to: Eastridge, Blackburn Gardens, Parkwood Estates (north Riverdale), Bellwood Ridge Estates, Northdale Terrace, Belfort Estates, Northwoods Forest, Pinewood, Clément Court, Domaine St-Michel, and such infill development within established urban core areas.

## 3.5 Known Development Constraints

The purpose of this section does not necessarily imply that these areas are to be considered as growth areas; instead the statement(s) are provided for information purposes only. Where constraints exist in growth areas, Holding zones may be applied to the lands until the development constraint has been rectified to the satisfaction of the City of Cornwall.

**a)** Development of North Riverdale would depend upon improvements to the storm drainage through a coordinated storm water management system.

**b)** In Eamer's Corners there is a lack of necessary storm drainage facilities as well as the distance from existing trunk sewer and water services, and resolution of existing sewer capacity problems. A new fire hall would be required to serve the north end and new north-east industrial park, appropriate buffering and noise abatement in areas immediately adjacent to Highway 401 and the CN Mainline, provision of required community facilities.

# 4.0 LAND USE DESIGNATIONS AND POLICIES

## 4.1 Introduction

Having determined the urban settlement area for the city, it is then necessary to establish policies and guidelines for individual land uses such as residential, commercial, employment, institutional development and open space. Such land use policies are concerned with ensuring that the needs and requirements of individual land uses are met while minimizing any adverse impacts upon other land uses, the transportation system, municipal services and utilities, the natural environment and public financial resources. Land use planning deals with established districts of the Municipality as well as new growth areas.

The main goals of land use planning are to ensure that:

- an appropriate amount of land or floor space has been allocated for each major land use category to accommodate anticipated growth over the planning period;
- land uses are properly located and suitably distributed;
- an efficient use of land is achieved;
- the intensity or density of land use is appropriate to the site and the larger district; and
- land uses are subject to appropriate site and building design considerations.

Official Plans establish general land use designations or categories which provide the broad basis for land use control decisions and development control documents such as the Zoning By-law. Such designations consist of written policies, including the definition of the possible and general range of uses to be permitted and are also applied to **Schedule 1: Land Use**. Land use designations are not the same as zoning districts in the Zoning By-law which are much more detailed and regulatory. **Schedule 1: Land Use** should be interpreted as a general guide or indication to future land use and not as a Zoning Map which establishes exact boundaries and zones. It is the intent of the City, however, to ultimately bring the Zoning By-law into conformity with the Official Plan.

## 4.2 Interpretation and Scope

**1.** Land use is divided into major categories or designations and policies are established for each category. The various parts of the City have been designated for their future land use category on **Schedule 1: Land Use** which forms a part of the Official Plan.

**2**. Land uses shall be in conformity with the designation indicated on **Schedule 1: Land Use**. In determining conformity between a proposed use and a land use designation, reference shall be made to the definition and policies for that particular land use designation as provided for in the text of the Official Plan. **Schedule 1** may also be referred to as the **Land Use Schedule**.

**3**. The major land use categories or designations in this Official Plan are as follows:

**a)** Urban Residential (U.RES)

**b)** Business District (B.D.) and General Commercial (G.C.)

**c)** Institutional (INST.)

**d)** Employment Lands (E)

**e)** Rural Area (R.A.) and Prime Agricultural (PR.AGR.)

**f)** Open Space (O.S.)

**g)** Environmental Constraint – Natural Heritage (EC – NH)

**h)** Floodplain – Natural Hazards (FL – NH)

**i)** Comprehensive Redevelopment Area (C.R.A.)

**j)** Future Study Area (F.S.A.)

**4.** Secondary Plans may be prepared which subdivide any of the above land use designations into more detailed categories.

**5.** Land use designations establish provisions regarding the use of land. Examples of permitted uses provided in the land use designations are intended to indicate the possible range of uses to be considered and are not intended to be all encompassing. However, future uses shall be in

conformity with the overall intent and principles expressed in the definition and policies of the appropriate land use designation.

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**6.** The boundaries between land use designations shown on **Schedule 1: Land Use** are primarily set according to parcel fabric and further where the boundaries coincide with major roads, railway lines, and official flood plain mapping or clearly defined physical features. Technical adjustments to these boundaries may be made without necessitating an amendment to the Official Plan provided that the overall intent of the Plan is maintained. For purposes of clarity, this interpretation does not apply to the Urban Settlement Boundary.

**7.** Land use designations are not the same as zoning districts provided for in the text of the Zoning By-law and indicated on the Zoning Map. The Zoning By-law may establish more than one zoning district to carry out the intent of any single land use designation.

**8.** Land shall generally be zoned in accordance with the land use category shown on **Schedule 1**. However, it is not intended that all areas will be zoned immediately in accordance with the land use designations indicated on **Schedule 1**. As a holding measure, in some cases, and may be placed in a zoning category permitting the continuation of the existing use on the site, pending a future re-zoning to another use which is in conformity with the designation on **Schedule 1**.

In some other cases, land may be zoned in accordance with the land use designation shown on **Schedule 1** but with a Holding (H) symbol established preceding the subject zoning category.

**9.** The following public and quasi-public services and uses may be permitted in all land use designations subject to conditions set out in this Section:

**a)** all hydro corridors and electricity generation facilities and transmission and distribution systems, (e.g., transmission lines, transformer, distribution stations, and small scale generating stations) provided that such development satisfies the provisions of the Environmental Assessment Act and any other relevant Acts or Regulations. Design of such facilities shall also be in conformity with the general intent and applicable policies of the Official Plan;

**b)** public roads and railway lines, water supply, sewage drainage facilities, gas, telephone, cable television transmission infrastructure and other utility services except where any of these facilities would promote a development pattern which is contrary to the Official Plan;

**c)** all municipal and other Government buildings and facilities including libraries, schools, community facilities and major postal facilities except in Environmental Constraint Areas;

**d)** public parks and public recreation facilities;

Where policies are provided in the Official Plan for any of the above uses or facilities, those policies shall be adhered to.

**10.** The Zoning By-law, however, may establish certain Zoning districts where some of these uses shall not be permitted.

**11.** In Urban Residential Areas the public and quasi-public uses or facilities identified in 4.2.9 shall only be permitted if:

**a)** the facilities are in conformity with the policies and intent of the designations;

**b)** such installations are compatible in scale, magnitude, function and character with a residential area and no adverse impacts will result on the residential area with regard to traffic, parking or environmental disturbances;

**c)** the facility is designed and located to ensure the protection and preservation of the amenities of the residential area and appropriate measures are taken such as buffering, screening, landscaping and enclosing of structures;

**d)** the facility does not adversely fragment or bisect the residential area or adversely affect the development potential of adjacent areas which have been designated for future development.

**12.** Transitional housing is composed of short-to-medium term accommodations and associated support facilities that provide housing for those who have no permanent housing, or unstable housing and would otherwise be homeless (e.g. households experiencing homelessness; households fleeing domestic violence, etc.). Transitional housing may be permitted in all urban residential, commercial, and institutional areas of the City subject to the following:

**a)** development being compatible in scale, magnitude, and character with the area in which it is located;

**b)** development shall be connected to both the municipal drinking water system and sanitary sewer system;

**c)** the development shall provide occupants with, at a minimum, self-contained sleeping accommodations with common kitchen and washroom facilities;

**d)** locations with nearby access to public transit, public service facilities, and commercial amenities are encouraged;

**e)** adequate amenity space, reflective of the needs of the occupants, is provided on-site;

**f)** co-location of accessory support services and facilities, reflective of the needs of the occupants, is encouraged;

**g)** potential impacts from the development are assessed, with a view to minimizing land use conflicts between the development and neighbouring land uses;

**h)** the incorporation of mitigation measures to ensure the safety and security of occupants, staff, and the surrounding community;

**i)** the overconcentration of transitional housing in specific areas of the City is avoided;

**j)** at the time of the establishment of the use, a communications strategy is developed between the transitional housing operator and the surrounding community; and,

**k)** any public health requirements being adequately addressed.

**13.** Emergency housing is composed of short-term temporary accommodations and associated support facilities that provide housing for those that have been displaced due to an emergency, such as a natural disaster, or for individuals and households where all other housing options, including transitional housing, are not immediately available. Emergency housing shall be permitted in all areas and zones across the City subject to the following:

**a)** after the emergency has ended, lands and/or buildings are restored to their original state and use; and,

**b)** any public health requirements being adequately addressed.

## 14. Special Consideration Area(s) (Varied Issues):

**4.2.12.1.** Under the former Commercial 41 Zone Study (P.A.C. File #297) up to 12 properties, as identified below, have historically had Commercial 41 zoning on them, either in whole or in part. The full removal of COM 41 zoning and subsequent replacement to more appropriate/practical zoning is recognized through this Special Consideration Area (S.C.A.) identifier. While there are varied designations, an S.C.A. identifier allows for a zone (i.e. Highway Commercial) which may not be identical to the O.P. designation on-site. Further Planning consideration has occurred in 2014, resulting in application of a number of more applicable land use designations being set.
Several of the S.C.A. identified sites along Brookdale Avenue are in proximity to the South Branch of the Raisin River. Nothing in this amendment, therefore, is intended to alleviate the developer from responsibility to ensure that all floodplain / floodfringe matters / concerns are satisfactorily addressed as part of any development of these sites.

**i.)** Areas abutting designated General Commercial lands which are identified as floodplains, such as lands on both sides of Brookdale Avenue south of Highway 401 may not be used for the construction of buildings, except as otherwise identified in the applicable zoning standards (i.e. CG-SC, Sec. 03-13A-2 iii of Zoning By-law) and subject to applicable Agency concurrence. In addition, ancillary uses related to potential commercial activity, including parking areas may however be appropriate based on zoning conformity; and

**ii.)** A number of properties along both sides of Brookdale Avenue (north) immediately south of Highway 401 presently enjoy a variety of Commercial zonings and, as such, are predominantly designated as ‘General Commercial’.

**4.2.12.2** Nothing in this Plan is intended to diminish existing development rights, but any expansion of potential uses (i.e. by means of re-zoning) shall be subject to the policies in this Plan.

Schedule 1: Land Use of the City of Cornwall Official Plan designates as a “Special Consideration Area” the following lands:

i) a) ***1127 Second Street West*** (Sunset Motel) (0.64 acres affected and originally designated as F.S.A., currently being G.C.);

b) ***1125 Second Street West*** (0.06 acres affected and originally designated as F.S.A., currently being G.C.);

ii) ***Part of Lot D, Concession 1*** - Part 1, 52R-1933 (1.47 acres affected and originally designated as IND, currently being G.C.);

iii) a) ***3314 Montreal Road***, Part the East Half of Lot C, Concession 1 (0.57 acres affected and originally designated as INST, currently being F.S.A.);

b) ***3318 Montreal Road***. (0.11 acres affected and originally designated as INST, currently being INST);

iv) ***Part of Lot 9, Concession 2*** (Part of C.N. Mainline Corridor, east of Pitt Street Overpass) (± 5 acres affected and originally designated as F.S.A./IND**,** currently being G.C./Empl.);

v) a) ***Part of Lot 13, Concession 3*** (west side of Brookdale Avenue south of Hwy. 401) (±25 acres affected and originally designated as R.A./E.C.A., currently being G.C./E.C.);

b) ***2698 Brookdale Avenue*** (Part of Lot 13, Concession 3) (±2 acres affected and originally designated as R.A**.**, currently being G.C.);

c) ***Part of Lot 13, Concession 3*** (MTO controlled area paralleling bridge at banks of South Branch of Raisin River on west side of Brookdale Avenue) (.72 acres affected and originally designated as E.C.A**.**, currently being E.C.);

vi) a) ***2695 Brookdale Avenue*** (Seaway Motors) (±1.8 acres affected and originally designated as R.A**.**, currently being G.C.);

b) ***Part of Lot 12, Concession 3 - Part 1 of R.P. 5463*** (east side of Brookdale Avenue, immediately south of Cornwall Motor Sales) (Seaway Motors) (2.88 acres affected and originally designated as R.A., currently being G.C.);

c) ***Part of Lot 12, Concession 3 - Part of Part 1, Plan R.P. 4217*** (east side of Brookdale Avenue abutting C.M.S. Seaway Motors) (±5.6 acres affected and originally designated as R.A., currently being G.C.)

**4.2.12.3** Other areas within the City which are in proximity to a Floodplain, as confirmed by applicable current RRCA Mapping, contain built developments which have historic approval rights. These developments are recognized to be able to exist into the future and include the possibility of expansion/redevelopment subject to the current regulatory controls being applied. One such area is in the geographic vicinity around Pitt Street and Tollgate Road.

# 4.3 URBAN RESIDENTIAL

## 4.3.1 Definition

The use of land designated as Urban Residential may include all forms of dwellings such as singles, semi-detached, duplexes, triplexes, quadruplexes, senior citizen apartments, high-rise apartments and condominiums, subject to the policies of this section. Other uses which are complementary to, or serve the residential uses such as schools, churches, parks, day care centres, and local commercial and small institutions may also be permitted provided that the location and design of such uses is in accordance and compatible with the residential nature of the area.

## 4.3.2 Urban Residential Goals

The major goals of the Official Plan with respect to Urban Residential are to:

**1.** Ensure that the diverse housing needs of the population are satisfied and provide housing for all lifestyles, income levels and tenure.

**2.** Provide an orderly and efficient pattern of residential development.

**3**. Provide for a variety of community facilities and services which are accessible and convenient to residents.

**4.** Promote land use compatibility in the planning of all residential areas and minimize the effects of transportation facilities, utilities and non-residential uses on residential areas.

**5.** Ensure residential developments reflect a high standard of design for the site, buildings and neighbourhood, and encourage innovative housing developments.

**6.** Provide suitable circulation systems including appropriate consideration for all modes of transportation and accessibility for all users.

**7.** Promote the physical, social and economic viability of established residential neighbourhoods.

**8.** Support the integration of group homes into the community, provided that such uses are compatible in scale and design with adjacent uses.

**9.** Promote community identity and interaction through design and planning in accordance with the provisions of Chapter Nine: Urban Design.

**10.** Direct future medium and high density housing projects into suitable locations and ensure a high quality of site development and design.

### 4.3.3 Urban Residential Policies

To support and maintain the goals for the Urban Residential Areas, it will be the intention of the City to:

**1.** Establish the concept of low, medium and high density categories to guide the evaluation or design of residential development projects and this shall also form the basis for implementation through the use of equivalent zones in the Zoning By-law. Ensure that each density category is subject to specific location and design criteria as outlined in this section.

**2.** Establish a low density residential 1 zone(s) consisting of one and two unit dwellings. The low density residential zone(s) shall provide for a variety of house types, forms and lot sizes.

**a)** Provide for a medium density residential 2 zone(s) which may include low density residential uses, triplexes, quadruplexes, street and cluster townhousing and similar dwellings characterized by direct ground access.

**b)** Provide for a medium density residential 3 zone which may include medium density residential 2 uses and walk-up apartments.

**3.** Provide for a High Density residential 4 zone which may include a range of medium and high density residential uses, as well as high rise (elevator) apartment buildings and condominiums

**4.** Design residential communities to include a mix of densities and encourage a gradation of densities, with the higher density areas clustered around community commercial areas, major transportation corridors, or other focal points.

**5.** Encourage townhouse and apartment/condominium projects to be generally developed in appropriate clusters in areas fulfilling particular location factors as opposed to allowing such development to be indiscriminately scattered throughout residential neighbourhoods.

**6.** Ensure medium and high density residential developments do not create traffic problems. The developer shall assume the financial responsibility for transportation improvements which are necessitated as a result of the development.

**7.** Determine locations for medium and high density housing and evaluate applications on the basis of conformity to the following criteria:

**a)** locations near or within the Business Districts (B.D.), General Commercial (G.C.) areas, community facilities and major focal points;

**b)** proximity to amenities such as parks and areas with major open space, scenic or topographic features;

**c)** on select and suitable redevelopment sites in older neighbourhoods;

**d)** access to arterial or collector roads and locations near the periphery of the neighbourhood in order to provide suitable accessibility, to minimize traffic penetration through lower density housing areas, and to have proximity to public transit;

**e)** adequate municipal services available to serve the site;

**f)** sites of adequate size and shape;

**g)** if the proposed site is an intensification site adjacent to or situated between existing apartment and townhouse projects.

**8.** Undertake an all inclusive review in assessing applications for medium and high density developments or in preparing secondary plans and use the following as a general checklist:

**Locational Factors**

**a)** consistency with land use policies;

**b)** relative availability of zoned apartment/condominium sites;

**c)** comments from appropriate Civic Departments or other agencies;

**d)** redevelopment potential of the site;

**e)** proximity to public transit services;

**f)** street capacities and relative impact upon traffic flows;

**g)** adequacy of access to the site and of proposed access points;

**h)** proximity to shopping facilities or major employment areas;

**i)** proximity to and capacity of community facilities (schools, parks, community centres and fire halls);

**j)** impact of proposal on commercial revitalization;

**k)** condition of lanes, sidewalks and pedestrian facilities;

**l)** capacity of hard services;

**m)** reducing potential traffic penetration into or through neighbourhoods by encouraging:

**i)** locations on or near arterial or collector street;

**ii)** locations at or near periphery of the neighbourhood;

**n)** land use character and trends in the general area and potential for apartment/ condominium clustering;

**o)** compatibility of or with adjacent land uses and zoning and relationship to the predominant height, bulk, and building character in the general area;

**p)** potential of the site or location as a buffer land use;

**q)** relative feasibility and suitability of retaining or developing alternative land uses on the site;

**r)** general environmental setting (e.g., proximity to open space, minimum exposure to nuisances, scenic amenities such as tree cover, views and vistas, general streetscape);

**s)** site size, dimensions, and extent of land assembly;

**t)** site development constraints;

**u)** minimize creation of residual lots or hemmed-in properties; and

**v)** other factors of locational relevance.

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**9.** Ensure that medium and high density housing developments are subject to site plan review, site plan agreements and appropriate design considerations. In addition, as per The Strong Communities through Affordable Housing Act, 2011, allow the development of second units in detached, semi-detached and row houses, as well as in ancillary (residential-based) structures. Second units will be permitted in new and existing neighbourhoods, in all land use

designations which include residential development.

**10.** Design new neighbourhoods and subdivisions to allow convenient pedestrian and bicycle access to schools, local recreation facilities, and local commercial centres. Encourage a comprehensive system of linear parks and walkways in new subdivisions and where possible in established residential areas.

**11.** Promote land use compatibility in Urban Residential Areas by:

**a)** discouraging or relocating those land uses which are not compatible in a residential area;

**b)** prohibiting residential development in areas where environmental contaminants exceed Provincial standards;

**c)** requiring landscaping, berms, spatial or visual separation, noise abatement and other suitable measures or buffers between residential uses and railways lines, major arterials, employment or commercial uses, hydro corridors, transmission lines, or similar uses or facilities which may create an adverse impact where deemed feasible by the Municipality;

**d)** encouraging reverse frontage of lots onto arterial roads and the provision of continuous fencing, or single loaded local streets inside the arterial roadway;

**12.** Generally limit commercial uses in Urban Residential Areas with the exception of:

**a)** neighbourhood or local commercial uses shall be limited in extent, floor area, and site size and are intended to service the immediate area or neighbourhood. Demonstration of a need for such development in the area may be required;

**b)** home occupations which are conducted within the dwelling which are compatible with a residential neighbourhood, subject to appropriate conditions set out in the Zoning By-law;

**c)** limited local commercial located on the main floor of larger apartment projects and catering solely to the needs of apartment residents and their visitors.

**d)** permit or evaluate limited office and institutional uses in transitional or

conversion zones located on older arterial streets in the central area. Special Uses 20 or similar zoning, would outline provisions for such uses. In evaluating the appropriateness for the establishment of new sites, the following shall be considered:

**i)** adequate lot size to accommodate the needs of the conversion, including parking;
**ii)** adequate hard and soft services;
**iii)** compatibility with surrounding development;
**iv)** availability of other approved sites;
**v)** preservation of architectural character and streetscape.

**e)** Notwithstanding any other provisions of this Plan, office uses shall be permitted on Lots 114 and 115, Registered Plan 118

**13.** Permit or evaluate local commercial development on the basis of the following performance criteria:

**a)** require future local commercial uses to be on sites located on arterial or collector roads, and preferably on corner sites;

**b)** minimize the impact of local commercial uses on adjacent uses by:
**i)** applying site plan control;
**ii)** ensuring that buildings, signs and lighting are arranged and designed so as to blend in with the adjacent residential area;
**iii)** requiring adequate off-street parking facilities;
**iv)** limiting the extent of local commercial uses through appropriate spacing and floor area control;
**v)** restricting outside storage and ensuring that sites are properly maintained;
**vi)** Requiring appropriate landscaping, buffer planting and screening of the site;

**c)** include a separate zoning category in the Zoning By-law for local commercial uses (existing and future development) and allow new developments only by the process of amendment to the Zoning By-law;

**d)** ensure suitable pedestrian access from adjacent residential areas to local commercial sites.

**14.** Ensure that social housing projects are integrated with conventional private housing rather than being located in large readily identifiable sites. The City shall strive towards a balance of such housing throughout the Municipality in accordance with the policies of Chapter 5: Housing.

**15.** Support the development of group homes approved by the appropriate Government regulatory agency into existing and new residential areas by permitting group homes in any zone where a residential use is a permitted use.

**16.** Except as provided for in the Rural Area Section of this plan, require development of Urban Residential Areas on the basis of full municipal services (i.e. piped water supply, sanitary sewers and storm drainage facilities).

**17.** Notwithstanding any other provision of this Plan, commercial uses shall be permitted on 36 Marlborough Street South, having a frontage of approximately 68 feet on Marlborough Street and a frontage of approximately 50 feet on Albert Street.

**18.** Recognize that in development of property west of Power Dam Drive, north of the existing industrial complex, appropriate design must accommodate the needs of the existing industrial uses and future residences. Development proposals should review the appropriateness of any design for residential subdivision in limiting any impact. Without limiting the generality of the foregoing the following principles shall apply:

**a)** No lot frontages will be permitted on Power Dam Drive or Saunders Drive.

**b)** Minimum 45 metre deep lots shall be provided where lots back onto Power Dam Drive or Saunders Drive, together with a screening fence, berm, or other device intended to screen residences from industrial traffic on those streets.

**c)** An appropriate buffer shall be provided in compliance with applicable Ministry guidelines.

**19.** Notwithstanding any other provision of this Plan, uses in the Urban Residential and General Commercial designations may be permitted on lands described as Parts of Lots B and C, Concession 1, City of Cornwall, commonly known as the former Celanese Chemicals property, provided the following items are conducted to the satisfaction of Council:

**a)** Reference should be made to the MOE “D” Guidelines including the guidelines on “Compatibility between Sewage Treatment Facilities and Sensitive Land Uses”:

Adequate buffering be provided in the plan of subdivision design from the adjacent land uses, including the Sewage Treatment Plant west of the subject property, and the industrial uses east of the subject property.

**Note**: **The redesignation of the South Half of the subject property (Pts. of Lots B and C, Concession 1) was formerly deferred pending completion of MOEE conditions. This has subsequently occurred several years ago and, therefore, the South Half of property is now U.Res.**

**20.** Notwithstanding any other provisions of this Plan, the offices of a construction company may be permitted on lands described as Part of Lots 25, 26, 27, north side of Water Street, and bounded by Cumberland Street to the west and Bedford Street to the east, including the lands currently occupied by John Entwistle Construction Ltd., and Cornwall Lumber.

**21.** In addition to the local commercial uses outlined through policies in this designation, a warehouse and wholesale carpet and floor covering outlet may be permitted on 491 Ninth St. East (north-west corner on Ninth Street and Marlborough Street).

**22.** Mobile Home Residential development shall be limited to only those sites that presently exist and are specifically zoned under a separate zoning classification.

**23.** The expansion or redevelopment of any existing Mobile Home development for the same use(s) shall be subject to a high level of design including:

**a)** a development plan indicating roads, lots, services, public and private facilities. Such a development plan should adhere to appropriate standards for mobile home developments as relating to minimum site area, lot sizes, servicing, open space, landscaping, parking and streets.

**b)** adequate buffering between the development and adjacent existing or proposed land uses to minimize the impact on adjacent residential uses through physical buffering, tree planting and site plan layout and analysis of the traffic flow pattern;

**c)** a suitable landscaping plan for the site;

**d)** compatibility with adjacent land uses and the surrounding environment.

**e)** Require that all planning and engineering matters normally used for

residential subdivisions also be employed for mobile home developments and that a modified subdivision agreement between the developer and the City of Cornwall be executed.

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**24.** Notwithstanding any other provisions of this Plan, a single family dwelling and a home-based catering business may be permitted on Part of Lot 16, Concession 1, City of Cornwall, municipally known as 1215 Second Street West.

**25.** Notwithstanding any other provisions of this plan, a parking lot and ancillary monument sales business shall be permitted on Lots 189 and 190, Plan 16, municipally known as 610 First Street East and 110 and 112 Lawrence Avenue (old O.P.A. #71).

# 4.4 COMMERCIAL DESIGNATIONS

## 4.4.1 Introduction

The Official Plan identifies two (2) commercial categories:

1. Business District
2. General Commercial

It is the purpose of these commercial land use designations together with relevant policies to establish a rational and simplified commercial hierarchy that can be applied to the City of Cornwall, and can be reflected in the Commercial zones of the Comprehensive Zoning By-law.

## 4.4.2 Commercial Land Use Goals

The major goals of the Official Plan with respect to commercial land use are to:

1. Concentrate retail stores, offices and other services into identifiable and well planned commercial centers appropriate to the trade area population.

2. Provide for commercially designated land that is reasonably sized and suitably located in relation to the population to be served, adjacent land uses, transportation facilities and access.

3. Concentrate businesses in geographic nodes and direct commercial development along arterial roads, to such nodes.

4. Promote orderly development through the control of access points and through the encouragement of clustered development.

5. Carefully locate highway oriented businesses while ensuring the efficient operation of arterial streets and highway interchanges.

6. Locate shopping centers on appropriate sites and encourage an equitable balance of shopping centers in the City.

7. Reinforce and promote the Business Districts including the Downtown Business District, as major commercial, office, administrative, cultural, tourist, service centers and higher density residential in the City and continue to encourage the Business Districts to develop as places for pedestrian interaction.

8. Provide for neighbourhood-sized shopping centers to serve the individual communities within the City of Cornwall.

9. Provide for a well balanced supply of commercial areas through phasing. Areas identified for future commercial expansion shall have criteria applied to them, which should be met prior to development.

10. Promote high standards of urban design in commercial areas of the City.

11. Provide specific sub-categories in an Implementing Zoning By-law for General Commercial Areas that identify the main focuses of commercial development. These sub-categories shall be geographically-oriented and defined in the General Commercial policies.

### 4.4.3 General Policies

In order to achieve the goals for commercial land use, it will be the intention of the City to:

1. Encourage an appropriate balance of commercial facilities throughout the City and ensure a distribution of Business District and General Commercial areas in accordance with the policies and principles of this Plan.

2. Wherever feasible, promote the redevelopment of existing viable commercial areas prior to the approval of new commercial areas.

3. Undertake periodic studies of the City's commercial areas and formulate policies to ensure that needs are satisfied.

4. Ensure that new commercial development and redevelopment are in accordance with acceptable site plan approval procedures and principles.

5. Ensure that adjacent land uses and districts are protected from commercial development through appropriate measures such as buffering and screening, control over open storage, signs and outdoor display, diversion of illumination, maintenance of properties, massing and placement of buildings.

6. Require commercial developments to provide for appropriate landscaping adjacent to streets and within the interior of the site.

7. Encourage the appropriate re-use of abandoned service station sites.

8. Investigate or request Government rehabilitation and improvement programs for commercial areas if such programs are available.

# 4.5 BUSINESS DISTRICT

## 4.5.1 Definition

Those lands designated Business District shall be developed as the City of Cornwall's main business and activity areas providing a high density concentration of retail, service and office commercial activities, Government facilities, public and private institutions, recreation and entertainment uses, social, cultural, tourist facilities, hotels and housing. The Business Districts shall be regarded as regional and city wide centers for the City. The Business District Designation includes areas such as the Downtown area, Montreal Road (Le Village) shopping district, the Renaissance Area and Pitt Street generally between Fifth and Ninth Streets which exhibit commercial continuity, older, unique and mixed land use. These districts include a mixture of local, community and in some cases City-wide commercial uses, as well as community and highway oriented development.

## 4.5.2 Business District Policies

In order to achieve the goals for the Business Districts, it will be the intention of the City to:

**1.** Encourage additional commercial retail activity to locate in the Business Districts.

**2.** Direct the majority of future office space, both public and private to locate in the Downtown and Le Village Business Districts. New office development shall generally be discouraged outside of Business Districts except in the following circumstances or as otherwise provided for in this Plan:

**a)** in existing mixed residential-office districts adjacent to Business Districts in the form of conversions of older houses (e.g., sections of Sydney Street south of Second Street, and Second Street between Cumberland and Marlborough Streets);

**b)** in employment designations in accordance with the policies of this Plan

**c)** in special circumstances where the office development would more conveniently serve the public (e.g., doctor's offices near a hospital) or an adjacent function;

**d)** as a legal accessory use to a permitted use of land;

**e)** in unique redevelopment areas such as the Harbour/Cotton Mills area.

**3.** Continue to encourage the Downtown Business District to develop as a regional office and retail area for the City and District.

**4.** Discourage the use of land and buildings in the Business Districts for the purposes of industry, warehousing, large scale automobile sales and service, support facilities, (outdoor) storage yards and similar uses which may diminish the cohesiveness, integrity, or amenity of the Business District as an area with a high level of retail, office, institutional, Government, residential and recreational activity. The Municipality shall not pass by-laws to permit the development of such uses in the Business District. Nothing in this Plan is intended to prohibit interim industrial or storage uses being permitted in the Harbour/Cotton Mills Area during the redevelopment.

**5.** Encourage the use of land and buildings in the Business Districts for retail, office, institutional, Government, residential and recreational purposes and provide the public works, services, facilities and amenities required to support the development or redevelopment of land and buildings for such uses and activities at the highest densities practical within the City of Cornwall.

**6.** Encourage the intensification and consolidation and not the horizontal expansion of the Business Districts through:

**a)** re-use of floor space in the upper storeys of buildings;

**b)** the appropriate infilling of the interiors of city blocks;

**c)** the redevelopment through adaptive re-use of underutilized sites;

**d)** generally by permitting more intense and major projects in Business District areas, and

**e)** the continuity of ground floor retail uses and store fronts shall be maintained and extended in order to reinforce a pedestrian orientation.

The Downtown and Le Village Business Districts shall continue to be regarded as major areas in the City for redevelopment projects and integrated or comprehensive redevelopment schemes. Small scale proposals shall also be considered an important factor in intensification. Detailed studies of this area have been undertaken including the Cornwall Revitalization Concept (2003), and the Centretown Streetscape Revitalization Strategy Study (2012). This area is also the subject of the Heart of the City Community Improvement Plan which continues to promote and strengthen viable/strong "sense of place/hubs" whether they be of a commercial or cultural activity. Also, improvements to common

spaces may help to facilitate informal central public place(s) for meetings and social gatherings/interaction to grow and strengthen civic involvement/pride".

**7.** Create a condition favourable to commercial growth and redevelopment by permitting a greater and more intense utilization of property in the Business Districts.

**8.** Encourage non-conforming or inappropriate uses in the Business Districts to relocate to more appropriate locations.

**9.** Promote more redevelopment and "anchor" projects in the northern section of the Downtown Business District, particularly in the vicinity of Pitt Street between Second Street and Fourth Street and encourage greater intensification of development around major intersections. Such development shall be located and designed to assist the revitalization of downtown.

**10.** Encourage more housing units in the Business Districts in order to support the commercial function and provide more diverse areas through:

**a)** providing zoning bonuses for development projects which contain housing units;

**b)** encouraging mixed use developments containing retail and office uses on the bottom floors with apartments on the upper floors;

**c)** allowing existing commercial buildings or parts thereof to be converted into multiple dwelling units;

**11.** Continue to support improvements in the Business Districts and in particular, the Downtown and Le Village Business Districts through the Community Improvement Plans and use such programs to:

**a)** provide for improved parking facilities;
**b)** promote the sale of City owned land and buildings, to improve the tax base and promote development activity. Investigate the use of land banking to facilitate redevelopment;
**c)** streetscape improvements and tree planting with reference to the 2012 Centretown Streetscape Revitalization Strategy and Implementation Plan;

**d)** provide for pedestrian walkways linking new developments to existing;
**e)** establish open space areas and mini-parks where appropriate;
**f)** support and promote store-front beautification program and encourage re-habilitation plans for older buildings;
**g)** prohibit open storage in Business District developments;

**h)** enhance development through Site Plan Control and Development Agreements.

**12.** Support initiatives undertaken by local landowners, merchants and other tenants, in developing ways to improve streetscapes, pedestrian facilities, building facades and properties in Business District areas and seek support of Senior Governments in upgrading of such areas. Such initiatives are often undertaken through activities of the Cornwall Heart of the City/Centretown Cornwall group, the Business Improvement Areas, and through the Community Improvement Plans.

**13.** Provide for the integration of new development or redevelopment projects in the Business Districts. Ensure that the nature and scale of new development or redevelopment is compatible with existing uses or approved development or redevelopment projects on adjoining lands. Ensure that adequate pedestrian and vehicular access to the site and open space is or will be made available and seek to improve the urban design of such areas, particularly along arterial streets with reference to the Urban Design Chapter and any urban design guidelines that the city may prepare.

**14.** Retain the pedestrian-friendly nature of Pitt Street and Le Village to ensure that future redevelopment is compatible with this function, and encourage active transportation in these areas through the consideration of bicycle lanes and locking stations, benches, and widened sidewalks where possible.

**15.** Encourage the continuation and expansion of retail stores at ground level and encourage more specialty retail uses in the Business Districts including the conversion of older buildings into retail or other appropriate uses.

**16.** Ensure that appropriate parking facilities are provided in the Downtown and Le Village Business Districts by:

**a)** maintaining an on-site parking and bicycle parking requirement through zoning provisions;

**b)** preparing or updating and implementing a Master Parking Plan for off street parking facilities, which encourages the design and construction of contiguous paved, privately owned communal rear yard parking lots, and in conjunction promote increased rear store beautification programs including the use of expanded rear door customer access to stores and restaurants, all of which will make intensification sites available for redevelopment and expansion of facilities in existing Business Districts;

**c)** encouraging private developers to provide underground parking structure(s).

**17.** Encourage the development of a continuous walkway system in the Downtown Business District particularly linking major developments and activity areas to Pitt Street, Lamoureux Park, and Le Village.

**18.** Permit the conversion of existing small scale residential buildings in the Downtown Business District into suitable commercial uses such as restaurants, offices, boutiques, and mixed commercial/residential uses.

**19** Undertake periodic research and planning studies and improvement programs in the Business Districts in order to carry out the goals and policies of the Official Plan.

**20.** Continue to support local merchant and business associations in the areas and encourage self-help improvement programs.

**21.** The area along Water Street from Adolphus Street to just west of Marlborough Street shall be considered a linkage between the Downtown and Le Village Business Districts. The (future) zoning should be reflective of the transitional function of land use which is best accomplished with Special Uses 20 zoning or similar zoning.

**22.** The properties bounded on both sides of Marlborough Street south of Montreal Road to Race Street serve as the 'gateway' to the Harbour/Cotton Mills Business District. The shift in land use emphasis should be towards a mix of office and retail development and compatible higher density residential and combined residential/commercial uses.

**23.** An emerging location for Business District development is along the frontage of the former Courtaulds property on Montreal Road, which includes the lands immediately to the west. The municipality should encourage redevelopment proposals that would serve to upgrade the site and be complimentary to Le Village and the Renaissance Area.

# 4.6 GENERAL COMMERCIAL

## 4.6.1 Definition

The General Commercial designation possesses a number of roles and functions, which are articulated into geographic subcategories/nodes, and is intended to be implemented by specific Zoning By-law. The zoning structure should create two primary zones, being Highway Commercial and Community Commercial which will be differentiated by site characteristics, uses and other features, and may be further defined in the By-law.

The "Highway Commercial" zoning subcategory shall mean those areas with uses and facilities which primarily serve the travelling public, such as automobile oriented and automotive facilities, tourist facilities, eating establishments, indoor recreation establishments, motels, hotels, drive-in facilities or to accommodate large, extensive and low intensity commercial activities which may not be conveniently accommodated elsewhere, such as restricted factory outlet retail malls in specified areas only.

Other areas which do not possess Highway Commercial or Community Commercial subcategory characteristics may be included in the General Commercial designation and are intended to accommodate small scale site specific businesses.

## 4.6.2 General Commercial Policies

In order to achieve the goals for General Commercial areas, it will be the intention of the City to:

**1.** Support and promote General Commercial development only to those areas designated on the Land Use Schedule and within the urban settlement area. For all commercial development requiring a designation change, the City may require the applicant to submit:

**a) A detailed market feasibility and directional impact analysis** for all developments in excess of 50,000 square feet Gross Leasable Area (GLA) to demonstrate that the proposal is feasible and desirable on the basis of its location, size and function, also, an estimation of the financial benefit/spinoff to the Community as whole, and potential impacts upon other commercial areas. As part of the City's analysis of such a study, Peer Review may be necessary dependent upon the complexity of the subject information;

b) **A detailed traffic, site access impact and parking analysis** to demonstrate that the proposal is suitably located and can be developed without causing unacceptable disruption to the traffic flows on the adjacent street, transit and pedestrian systems and can be implemented without measurable financial implications to the Municipality;

c) **Infrastructure Analysis and Related Detailed Plan** This will indicate how services are to be provided including description of proposed process for payment arrangements for required infrastructure. The principle goal of commercial development, from a servicing perspective, is to be fully serviced with municipal piped sewers and water and, therefore, the applicant shall be required to contribute to the necessary servicing improvements.

d) **Conceptual plans** for the site and buildings.

**2.** Recognize and maintain specific plan functions by area based on the following general headings. The Comprehensive Zoning By-law should ultimately articulates these general statements into zones and criteria.

**a) Highway Commercial**

This zoning subcategory shall mean those areas with uses and facilities which primarily serve the travelling public, such as automobile oriented and automotive facilities, tourist facilities, eating establishments, indoor recreation establishments, motels, hotels, drive-in facilities or to accommodate large, extensive and low intensity commercial activities which may not be conveniently accommodated elsewhere, such as restricted factory outlet retail malls in specified areas only. Highway Commercial zoning is generally located in proximity to highways and along major arterial roads.

**b) Highway Commercial-Mixed**

The distinguishing feature between Highway Commercial-Mixed and highway Commercial-Tourist and Transient Oriented is in a greater potential for redevelopment of existing buildings and sites for moderately sized retail malls, including factory outlet-type malls. Highway commercial mixed is located along main arterial roadways through the City.

### c) Highway Commercial - Tourist and Transient Oriented

This zoning is appropriate for uses related to travel and tourism and are more likely located in the periphery of the city. These areas should retain their Transient Tourist characteristics with a high degree of design. Retail including traditional Community Commercial uses such as department stores, clothing and shoe stores and supermarkets shall not be permitted in these areas until substantial development and redevelopment has occurred in pre-zoned areas.

### d) Community Commercial-Shopping Centre (CC-SC) based development

Commercial that serves the needs of a higher order and more broad spectrum commercial plan function, commonly referred to as a "Power Centre". These Power Centre (or Shopping Centre) developments are most often found on major arterial roadways, high visibility sites, readily accessible, fully serviced, multi-pad/multi-use formatted, higher density based zoning standards to accommodate multiple functions, high level of site design particularly in the cases of new redevelopment or Brownfields based parcels.

While this is similar to a traditional Community Commercial Plan Function, it does offer a more flexible plan function role including: general retail, business/professional office, selected transient type (Highway Commercial) uses, on sites that may be developed in a more dense nature, having care for proper site design/flow and function. The CC-SC category serves a dual client base of both local Community and Regional districts.

Policies in this Plan may be used in conjunction with this section to analyze the appropriateness of recognizing existing or permitting new Community Commercial-Shopping Centre-based development.

Subsequent expansion of Community Commercial Shopping Centre (CC-SC) zoning on other lands designated as "General Commercial" (G.C.) shall be by individual amendment to the City's Comprehensive Zoning By-law. Analysis of such rezoning requests shall be based on site characteristics and use compatibility merit, level of detail of a specific commercial project and other issues, as indicated in the G.C. designation and other applicable policies of the Official Plan. However, no further amendment to the Official Plan is necessary if the proposal is on a G.C. designated property.

In a case where a site is not designated "G.C.", but proposed to be rezoned as CC-SC, it will be necessary to amend the on-site Official Plan designation accordingly. Exemption to this requirement will be given in the case where a site is designated as "Business District" (B.D.) or "Comprehensive Redevelopment Area" (C.R.A.). Such cases shall not require a site specific amendment to the Official Plan, but analysis for rezoning will continue to be based on project merits and other matters, as previously identified in this section.

**3.** **a)** The following list identifies the initial sites that were introduced to the CC-SC Zoning in 2009:

1. Brookdale Centre – 950-960 Brookdale Avenue – CREIT Management Ltd
2. North American/Cowall Site – 700F-700 Cumberland and 405 – 7th Street West – North American Acquisition Centre Corp. and Domtar Inc.
3. Loblaws' Your Independent Grocer (Y.I.G.) Plaza/Centre – 3-39 Ninth Street East – Loblaw's Properties Ltd.
4. Seaway Centre – formerly known as Lasalle Plaza (Startek/Metro Plaza) – 1400 Vincent Massey Drive – Diamond Trust Developments
5. Eastcourt Mall – 1320-1396 – 2nd Street East – Riocan Holdings Inc.
6. Canadian Tire Plaza – 201 – 9th Street East – Canadian Tire Real Estate Limited
7. Tudor Centre – 841 Sydney Street – SAVIC SARL Canada Inc.
8. Maximum Fitness Building – 120 – 9th Street East (former Loeb Warehouse) – SAVIC SARL Canada Inc.
9. Central Plaza – 805-807 Sydney Street – 1330683 Ontario Inc.
10. Glengarry Mall – 1315-1325 – 2nd Street East (includes Galaxy Theatre) – Iberville Developments Limited
11. Home Depot – 1825 Brookdale Avenue – Home Depot Holdings Inc.
12. Blk B (11), Plan 52M3 – south west corner of Emma Avenue and Tollgate Road West – Cartwave Realty Limited
13. Cornwall Toyota – 1875 Brookdale Avenue – 350634 Ontario Ltd.
14. Villarboit Development Site – Pt Lot 12, Conc. 3 at northeast corner of Brookdale Avenue and Tollgate Road West – Brookdale Square Inc.
15. Jennum Development Site – Pt Lot 7, Conc. 1 at northeast corner of Marlborough Street North and Ninth Street East – Cornwall McConnell Properties Inc.
16. International Business Park – 691 (1-7) Brookdale Avenue – Grantchester Development Ltd.

17. Four Seasons Car Wash – 501 Brookdale Avenue – 1101363 Ontario Inc. (as a component with # 16)
18. Harden Group Plaza (formerly Brookshell Motors) – 1236-1232 Brookdale Avenue – Harden Group – 7178298 Canada Inc.
19. Place Laurier – 1140-1140A Brookdale Avenue – Arius Holdings Inc.
20. Seaway Village – 700-720 Fourteenth Street West – 2148711 Ontario Inc. – c/o League Assets Corp.
21. Heritage Business Centre – 1916 (1-11) Pitt Street – Sandy Cameron – Heritage Business Centre Partnership
22. Cornwall Gateway Centre (Future) – N. Pt. Lot 13, Conc. 3, RP52R3275 – Edwardson Development Corporation
23. 12 Flags/Shell Gas Station Site – 2690 Brookdale Avenue – 2066853 Ontario Inc.
24. Super 8 Motel Site – 2694 Brookdale Avenue – Grand Jansons (Canada) Inc. c/o Business Dev. – Bank of Canada
25. Seaway Motors (formerly CMS relocated to Brookshell, new combined) – 2695 Brookdale Avenue
26. Stan Body Lands – Pt. Lot 12, Conc. 3, RP52R3892 PA – Stan Body – Owner
27. Best Western Parkway Inn – 1515 Vincent Massey Drive – Paul Lefebvre - Norbro Holdings Ltd.
28. Burger King – 1319 Brookdale Avenue – Robert J. Bourgon in Trust
29. 2236806 Ontario Inc. – 1315-1317 Brookdale Avenue (future dev. site)
30. Pizza Hut – 1313 Brookdale Avenue – Sea Island Foods Inc. - Steve Casselman
31. Shell Station – 1230 Brookdale Avenue – Shell Canada Limited
32. Hyundai Dealership – 701 Rosemount Avenue – 6911901 Canada Ltd.
33. S.D. & G. Cleaning Solutions – 707 Rosemount Avenue – 766571 Ont. Limited
34. Cornwall Honda – 1200 Brookdale Avenue and 700-702 Rosemount Avenue – 350634 Ontario Ltd. – Irwin Stock Fish
35. Econolodge – 1142 Brookdale Avenue – 2011090 Ont. Inc. – Sam Burki
36. Shoeless Joe's, Eastside Mario's and Larry Keen Group Offices – 1106 - 1110 Brookdale Avenue – Larry Keen 650566 Ontario Ltd.
37. Harvey's/Swiss Chalet – 700 Brookdale Avenue – 436541 Ont. Ltd. – c/o Cara Operations Ltd.
38. Noyar Developments Inc. – N. Pt. Lot 4, Con. 1, 52R-2898 (future dev. site)
39. Noyar Developments Inc. Pt. Lot 4, Con. 1 (future dev. site)
40. Mostafa Elgazzar – W. Pt. Lot 3, Con. 1, 52R-4214 (future dev. site)

41. R.J. Bender Construction – E. Pt. Lot 3, Con. 1 (future dev. site) – Deleted from original – Amendment upon owner's request
42. Catholic District School Board of Eastern Ontario – W. Pt. Lot 2, Con. 1 (future dev. site)
43. 717406 Ontario Inc. (Mr. Tony Orsi) – E ½ Lot 2, Con. 1 (future dev. site)
44. Cumberland Square – 401-425 Fourth Street West – 400-414 Cumberland Street (Will Lang, President)

**b)** Elaborating upon Section (**4.2.12.1 ii)** of this plan, a number of sites, specifically along Brookdale Avenue, north of the C.N. Rail Mainline and south of Hwy 401 presently exhibit potential for limitations to address in order to realize full development potential. The basic principle of commercial development is currently set with the G.C. designation on- site for a number of these properties and when combined as a node, represents a location with growing potential for more intensive commercial use. Unlike the majority of CC-SC sites with existing full built Shopping Centre (Power Centre) type development on full services, this node is underdeveloped and requires appropriate solutions to matters of servicing, floodplain/stormwater management, and access, for example. Such matters can typically be reviewed through the City's Site Plan Control process. As such, the expansion of permitted uses, with the introduction of CC-SC zone, continues to be subject to applicable plan policy to be applied at time of Site Plan Control (based on a defined project). The CC-SC zoning shall identify such types of matters to be addressed to the mutual satisfaction of the proponent, City and any affected agency (i.e. RRCA, MTO).

The existence of the CC-SC zoning on-site does not in its singularity guarantee immediate and full development, but rather acts as an important catalyst in facilitating a future comprehensive project.

The Ministry of Transportation's new access management guidelines determine the spacing and location of commercial entrances of the construction of new intersecting roads within close proximity of our interchange at Highway 401.

No further amendment to this plan is necessary in order to apply a CC-SC zone for sites listed in sub-section b.) and designated as G.C. The properties subject to this sub-section are:

1. Edwardson Development Corporation - Cornwall Gateway Centre (Future) – N. Pt. Lot 13, Conc. 3, RP52R3275

2. Super 8 Motel Site – 2694 Brookdale Avenue – Grand Jansons (Canada) Inc. c/o Business Dev. – Bank of Canada
3. 12 Flags/Shell Gas Station Site – 2690 Brookdale Avenue – 2066853 Ontario Inc.
4. Seaway Motors (formerly CMS relocated to Brookshell, new combined) – 2695 Brookdale Avenue

**c)** Further to section **4.2.12 i)** of this Plan, any rezoning to CC-SC zone on the parcel(s) owned by Stan Body on Part Lot 12, Concession 3 (Plan 52R3892 PA), immediately at the southeast quadrant of Brookdale Avenue and Hwy 401, shall continue to be subject to floodplain constraints and RRCA concurrence for development.

While the site remains designated E.C. (Floodplain), no further Amendment to this Plan is necessary in order to apply a CC-SC zone. A redesignation to G.C. may proceed only at such time as the applicable floodplain constraints are fully/permanently mitigated.

The Brookdale Avenue corridor from Fourteenth Street south to Water Street is anticipated to continue to grow in a higher order plan function role, as older commercial (i.e. Anchor Motel) and former industrial properties (i.e. Domtar main mill site) transition into prime redevelopment sites for the City.
The continued use and locations of CC-SC zoning should be periodically reviewed by staff and/or encouraged as specific appropriate development projects are proposed. Additionally, smaller projects and lots may be physically integrated into larger Power Centre developments effectively forming a contiguous commercial corridor/node."

**d)** **<u>Note: On Schedule 1: Land Use Designations:</u>**

1. The subject area/property, being up to approximately 20 acres on Part of Lot 13, Concession 3, City of Cornwall and lying in the southwest quadrant of Brookdale Avenue and Hwy 401 is depicted as "General Commercial" (G.C.).
2. The subject area/property, being up to approximately 41.4 acres consisting of 5 properties on North Parts of Lots 2 – 4, Con.1, north side of Marleau Avenue, City of Cornwall, is depicted as "General Commercial" (G.C.).
3. The subject area/property, being up to approximately 3.5 acres on Part of Lot 12, Con.1, 401 - 425 Fourth Street West and 400 - 414

Cumberland Street, City of Cornwall, is depicted as “General Commercial” (G.C.).

**e)** **Commercial - Mixed** – Includes areas that fill a role for small site specific commercial activity.

**4.** Encourage General Commercial uses to be grouped together into integrated and functionally related/compatible land use complexes, centers or commercial subdivisions in order to reduce or eliminate strip or ribbon development. Permit an intensity of development appropriate to the General Commercial designation which is high enough to encourage redevelopment and infilling but still in keeping with the character of the General Commercial area.

**5.** Promote efficient traffic movement along streets with commercial activity by:

**a)** the establishment of standards governing site access for new General Commercial development;

**b)** minimizing the number of access points intersecting onto arterial streets and encourage the use of alternative access where available and feasible;

**c)** encouraging land uses which occupy large sites and frontages;

**d)** encourage adjacent developments to link parking lots and create internal service lanes, so as to minimize entrance and exit points from Arterial Streets.

**6.** Encourage the assembly of small lots in General Commercial areas into larger parcels and promote the development of integrated projects sharing facilities.

**7.** Require adequate buffering, screening or additional setbacks for particular uses where a general commercial area adjoins residential areas in order to promote compatibility.

**8.** Require landscaping strips along arterial streets as well as interior site landscaping in all future general commercial developments.

**9.** Subject all future general commercial development and major redevelopment to site plan approval procedures/agreements and through this process achieve suitable control over signs, illumination, access, outdoor storage and display, parking, landscaping, screening, siting and design of buildings and service areas, good internal circulation (including differentiation between major and minor parking aisles) and buffering or screening from adjacent residential uses.

**10.** Encourage developers to adhere to a high standard of urban design in accordance with the policies of Chapter 9: Urban Design.

**11.** Ensure that general commercial development does not adversely interfere with any Highway interchange and has the appropriate sewerage, water and other utility services.

**12.** Require pedestrian and bicycle circulation and safety to be incorporated into the design of new commercial developments and where feasible, the site shall be designed to accommodate public transit vehicles or transfer areas.

**13.** Minimize the number of freestanding buildings on a General Commercial site in order to ensure an integrated development. Where more than one freestanding building is proposed, all buildings shall be required to blend in from the point of view of function and architectural design. Not more than one gas bar or service centre shall be permitted on a site and such a use shall be located and designed so as not to interfere with the access or internal circulation of the commercial site.

**14.** Evaluate the suitability and appropriateness of all applications for General Commercial designations on the basis of the following general location criteria:

**a)** the availability of land and buildings in existing General Commercial designations;

**b)** whether the site or area in question lends itself to the logical extension of the commercial area or an existing commercial use, or is required to serve the commercial district (e.g., parking lot) and is consistent with abutting commercial zoning;

**c)** the long term viability of the current uses on the site;

**d)** access to an arterial street or location at the intersection of a collector and arterial street;

**e)** availability of suitable public transit service and pedestrian and bicycle access to the site;

**f)** appropriate orientation, size topography and shape of the site;

**g)** location relative to other Commercial Centres and Business Districts;

**h)** location relative to the intended market area;

**i)** mitigation of potential traffic flow and access problems; suitability of access points to the development and on-site parking facilities;

**j)** traffic impact on adjacent residential areas;

**k)** extent and costs of public improvements required;

**l)** proximity to functionally related uses and/or compatibility with adjacent land uses;

**m)** site prominence and visibility;

**n)** availability of adequate municipal services and utilities;

**o)** in addition to location and criteria listed, the City may require additional information, materials or studies as indicated in Chapter 14: Implementation.

**15.** The following are a compilation of Official Plan amendments that apply within the General Commercial designation:

**a)** Notwithstanding any other provisions of this Plan, a food supermarket shall be permitted on the site designated Highway Commercial (now as G.C.) on Parts of Lots 4 and 5, Concession 1. The site is located south of Second Street between St. Felix Street and Danis Avenue, and North of the (former) Courtaulds/B.C.L. industrial complex.

With respect to the above mentioned site, further amendments to permit other Community Commercial uses as envisaged by this Plan, shall be discouraged.

**b)** Notwithstanding any other provisions of this Plan, a senior citizens' domiciliary shall be permitted lot on 1545 Vincent Massey Drive.

**c)** Notwithstanding any other provision of this Plan, a mobile home park containing no more than 26 mobile homes shall be permitted on Part of Lot 18, Concession 3.

**d)** Notwithstanding any other provisions of this Plan, an orthopedic clinic and related office shall be permitted on 1500 Power Dam Drive. The orthopedic clinic/office shall not occupy more than 3,000 square feet of the existing 6,570 square foot building and have no greater than three (3) orthopedic specialists with required support staff. Site Plan Control shall be applied to the site to address issues such as the providing of a paved parking lot, acceptable storm water drainage on-site, and screening fencing along the south property boundary (to provide buffer from future residential).

**e)** A corresponding zoning by-law amendment on part of Lot 12, Concession 3 (Parts of Plan 52R-3892) with a Holding (H) category be applied to all uses except a retail recreation and camping vehicles sales and service use, including trailer and marine sales and service. The Holding (H) category shall be removed by amendment to the Highway Commercial zoning when the following items are completed to the satisfaction of Council:

**16.** Employ Holding (H) zones in the Zoning By-law where appropriate in accordance with Section 14.7.

**17.** Notwithstanding any other provisions of this plan, a Private Senior Citizens residence shall be permitted on 1755 Vincent Massey Drive.

**18.** Notwithstanding any other provisions of the Plan, a commercial school (private hockey school) and necessarily associated dormitory shall be permitted on 1539-1541 Vincent Massey Drive.

**19.** Notwithstanding any other provisions of the Plan, Community Commercial (C.C.) zone uses, as specifically articulated in an accompanying Zoning By-law Amendment to OPA # 21, shall be permitted on two parcels 1236 (former Brookshell Motors dealership) and 1232 (current CarStar operation) Brookdale Avenue, Cornwall.

# 4.7 MAJOR INSTITUTIONAL

### 4.7.1 Definition

**a)** The Major Institutional land use designation includes areas used predominantly for major public and quasi-public uses which do not readily fit into a residential neighbourhood, such as Government offices, secondary schools, post secondary schools, parochial and technical schools, institutional residences, military facilities, prison and detention facilities, health care facilities including long-term care facilities, religious institutions, large recreation facilities, social services and fraternal organizations, lodge halls, cultural facilities and similar uses and includes uses which are clearly accessory and subordinate to the above.

**b)** The Major Institutional designation recognizes the location of existing major institutional uses.

**c)** Institutional uses which directly serve a residential area or institutional uses having a function and scale similar to a residential use may be permitted in an Urban Residential Designation provided that the scale and design of the institutional use is compatible with the residential district.

**d)** Municipal and other Government uses and facilities may be permitted in any Land Use Designation, subject to the provisions of Section 4.2 and this Section.

Although this Section deals primarily with major institutional uses, some of the policies in Section 4.8.3 have also been included to deal with other community facilities.

### 4.7.2 Major Institutional Goals

The major goals of the Official Plan with respect to the Major Institutional designation are to:

**1.** Ensure that institutional uses are suitably located and are compatible with adjacent uses and districts.

**2.** Ensure that adequate institutional, educational, health care, cultural facilities and social services are provided to meet the needs of the population.

**3.** Cluster related institutional uses, and encourage the joint use of community and educational facilities, including through the establishment of community hubs.

**4.** Co-ordinate long range plans of other agencies and organizations with City planning.

### 4.7.3 Major Institutional Policies

In order to achieve these goals, it will be the intention of the City to:

**1.** Encourage civic administration and Government Offices, cultural facilities, Government facilities and other new major institutional uses to locate in the established Business Districts, particularly where redevelopment will be promoted.

**2.** Encourage community oriented institutional uses such as churches, schools, daycare facilities, recreation facilities, branch libraries, to locate in areas which are centrally located and highly accessible to the community. Encourage such uses to share their facilities and integrate their functions more closely.

**3.** Locate future institutional uses on the basis of comprehensive site selection studies taking into account location principles such as:

**a)** suitable size and shape of sites;

**b)** access to arterials or collector streets;

**c)** availability of public transit and active transportation;

**d)** compatibility with adjacent uses and the larger district, including protection from excessive noise and nuisances;

**e)** proximity to the BD's, community shopping centres or other activity centres;

**f)** proximity to related institutions or facilities;

**g)** prominent and prestigious sites with suitable open space and scenic qualities (e.g., sites adjacent to the waterfront);

**h)** traffic volumes, flows and capacities, adequacy of site access points;

**i)** availability of utilities and services;

**j)** location central to market area and relative need or deficiency in the area in question;

**k)** natural site constraints and opportunities;

**l)** financial viability over their life cycle, which may be demonstrated through asset management planning.

**4.** Allow institutional uses to serve as a buffer land use between residential and non-residential uses where appropriate. Ensure suitable landscaped buffers where an institutional use abuts another zone.

**5.** Encourage the clustering of functionally related institutional uses (e.g., hospital districts, Government centres).

**6.** Subject future institutional uses to site plan approval procedures.

**7.** Allow institutional uses in commercial districts provided no land use conflicts result.

**8.** Ensure that any major expansion of the large institutions in Cornwall (e.g., the College, the Hospitals) are co-ordinated with municipal services and planning programs and where appropriate require suitable municipal impact studies before such expansions are undertaken.

**9.** Encourage places of worship to locate in close proximity to other community activity centres and promote the concept of clustering of churches wherever feasible. Larger churches which generate a substantial amount of traffic shall be encouraged at the periphery of residential neighbourhoods with access to an arterial or collector street. Suitable buffering shall be required where a church site abuts another use.

**10.** Encourage the shared use of community and educational facilities such as joint school - park centres.

**11.** Locate and design institutional uses so that potential vehicular traffic generated by such uses does not penetrate residential neighbourhoods. Regulate access points in order to protect the capacity of adjacent streets.

**12.** Create centres of identity and convenience by grouping together institutional, educational, recreational and community commercial uses wherever possible. Encourage institutional development adjacent to community shopping centres.

**13.** Investigate alternative uses for under-utilized or vacant public and institutional buildings.

**14.** Work closely with the School Boards to ensure that:

**a)** school planning is co-ordinated with the long range planning of the City and the review of new subdivision proposals;

**b)** new development does not exceed the capacity of school facilities and redevelopment and infill is encouraged to better utilize the capacity of under-utilized schools;

**c)** schools are suitably located with respect to their service area, parks, other community facilities and adjacent uses, and are situated to provide an acceptable, convenient and safe walking distance;

**d)** community use of school facilities and school grounds is promoted and greater integration and joint use occurs between schools and City parks and recreation facilities;

**e)** school closures and reuse of School Board buildings and sites are undertaken in close consultation with the City and its planning objectives;

**f)** appropriate standards are developed with respect to school locations and site size.

**15.** Ensure that day care centres and nursery schools are suitably located having regard for consideration such as:

**a)** location relative to the market area;

**b)** public transit;

**c)** safety for children;

**d)** provision of parks and recreation facilities in the area, or provision of play areas on the site;

**e)** compatibility of adjacent land uses;

**f)** adequacy of access and provision of "drop-off" zones;

**g)** adequacy of the site and building;

**h)** multiple use potential;

**i)** conformity with Provincial guidelines and regulations.

**16.** Ensure that sufficient library facilities are provided to serve the City. Wherever possible, future library facilities should be located adjacent to shopping districts and along or adjacent to City transit routes. The feasibility of providing libraries within mixed use community and recreation centres or other multi-functional building complexes or sites shall also be investigated.

**17.** The City supports the development of community hubs throughout the City as a means of optimizing the use of public service facilities, providing access to social, recreational and cultural services, and integrating service delivery.

# 4.8 EMPLOYMENT AREA

MMAH Mod #3 March 16, 2018

## 4.8.1 Definition

The Employment Area Use Designation includes all forms of manufacturing, processing, storage yards, and assembly of goods, transportation, warehousing and wholesaling of bulk products uses which could otherwise be characterized as Industrial uses. Throughout this section Employment uses and Industrial uses can be used interchangeably. Also included are transportation terminals, automotive service and repair, industrial-commercial malls, business centres and office development, and other associated retail and ancillary facilities. In summary, and as articulated in the Provincial Policy Statement (PPS), the Employment Areas and Use designation in this Plan shall include and meets those areas for clusters of business and economic warehousing, offices and associated retail and ancillary facilities.

## 4.8.2 Employment Area Goals

The major goals of the Official Plan with respect to employment are to:

**1.** Plan for, protect and preserve employment areas for current and future use, and ensure that the necessary infrastructure is provided to support current and forecasted needs while encouraging to seek energy efficiency opportunities/technologies and techniques for such expanded Employment Lands activity.

**2.** Ensure sufficient land and services to accommodate and attract future employment development.

**3.** Provide employment sites of sufficient size and appropriate facilities.

**4.** Ensure attractive employment developments and business parks.

**5.** Minimize conflicts between employment and other uses and protect adjacent land uses from industrial noise, dust, odours and vibration or similar disturbances. When analyzing such land use situations, reference should be made to the MOECC D Series Guidelines which address land use compatibility.

**6.** Ensure that existing industrial/business parks are substantially developed prior to the expansion or development of new employment areas.

**7.** Recognize Service, General, and Heavy industrial employment uses and provide a variety of lot sizes to accommodate such uses.

**8.** Protect Employment Areas in proximity to major goods movement facilities and corridors for employment uses that require those locations. Should it be determined through a comprehensive review that additional employment lands are required to meet projected needs, the City shall consider identifying lands with access to major goods movement facilities and corridors as one of the determining criteria for selecting additional employment lands.

### 4.8.3 Employment Area Policies

In order to achieve the employment goals, it will be the intention of the City to:

**1.** Consider permitting the conversion of lands within employment areas to other uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

**2.** Establish Service, General, and Heavy Industrial/Employment Area zones.

**3.** Establish a Service Industrial zone including those industrial uses which have no detrimental physical or aesthetic effects on the immediate environment, and can be located in close proximity to residential, institutional, or commercial uses without resulting in land use conflicts. Generally, these activities take place entirely indoors; generate no noxious or unpleasant fumes, discharge or noise.

**4.** Ensure that Service Industrial zone developments have regard for and adhere to good design, location and performance concerns such as:

**a)** no open storage shall be permitted;

**b)** architecturally designed buildings with attractive exteriors and sensitive selection of exterior materials;

**c)** substantial landscaping is provided on the site;

**d)** locations in high visibility areas adjacent to highway or major arterial streets;

**e)** appropriate and paved off-street parking and loading areas;

**f)** locations in areas to act as a buffer between residential and other industrial zones.

**5.** Establish a General Industrial zone including those industrial uses which will be of minimal detriment to adjacent uses from an aesthetic and physical point of view, but should not be located immediately adjacent to residential uses. Lighter industrial uses, which do not require obtrusive and extensive outdoor storage, and which will not emit noxious fumes, discharge or excessive noise, are suitable in this zone.

**6.** Establish a Heavy Industrial zone of which uses in this zone could have a detrimental visual or physical effect on adjacent uses, particularly residential land use. Certain types of manufacturing, large scale factories and assembly plants, uses which emit considerable noise, or require heavy trucking and traffic movement, should all be included in this category. Special attention shall be given to the buffering of such industries from other uses, and to the accommodation of industrial traffic flows.

**7.** Encourage the infilling of existing business parks and give priority to the north-east Business park as the major area for future employment expansion.

**8.** Generally restrict the expansion of/or establishment of scattered employment development.

**9.** Stage future development of business and use holding zones where appropriate.

**10.** Encourage new employment development to locate in planned business parks except:

**a)** where it can be demonstrated that it is not desirable or suitable for the use to locate in a business park, and

**b)** where the use has a special locational requirement that can only be met in a particular area, and

**c)** where no adverse impacts occur on adjacent areas and no excessive municipal improvement costs would result.

**11.** Encourage relocation of isolated or poorly located employment and non-conforming employment uses into business parks wherever appropriate.

**12.** Use the following criteria to evaluate the location of new industrial/business parks or proposed expansion of existing business parks:

**a)** proximity to regional transportation facilities such as rail and major highways;

**b)** relatively flat sites with good surface drainage;

**c)** favourable soil conditions;

**d)** compatibility of adjacent development and facilities;

**e)** availability of utilities and proximity to trunk sewer and water lines;

**f)** suitable shape and size of sites, including room for expansion;

**g)** locations to discourage traffic penetration into residential areas.

**13.** Ensure that the west Employment Area fronting Second St. West or Saunders Drive is developed for lower intensity or business park industry and that careful site plan control is applied to the area with the primary objective being to ensure long term compatibility with adjacent uses.

**14.** Monitor, and/or prepare redevelopment studies on existing poorly located employment areas in the City.

**a)** Ninth and Eleventh Street corridor

**b)** Balmoral Avenue area

**15.** Encourage a high standard of development and maintenance in business parks and properties and provide adequate buffers or screening where an employment site abuts residential, open space or other conflicting land uses.

Where an Employment Area abuts residential districts, the City shall use or require appropriate techniques such as landscaped buffering and screening, increased setbacks, prohibition of open storage, and restriction of the abutting property to mitigate potential nuisances or negative impacts.

**16.** Continue to use site plan control for development on Employment lands.

**17.** Reserve Employment Area lands that have rail access for those industries that are users of rail facilities and ensure that business parks have necessary support facilities.

**18.** Recognize that older central city employment buildings can act as "incubators" for new employment sectors and encourage rehabilitation of such buildings where appropriate.

**19.** Stage the servicing and development of new Employment Areas in a manner which is consistent with the demand for such lands. The City shall develop a program to monitor the consumption of Employment Area land and maintain an adequate reserve of Employment Area land. The City shall ensure that financing for infrastructure to service Employment Area lands or property acquisition is incorporated into the Capital Budget.

**20.** Encourage employment uses with similar characteristics to group together to ensure that the existence of more intensive employment uses by way of emission of smoke, odour, noise and vibration will not be to the detriment of lighter employment uses. The City shall attempt to create sub-districts within business parks.

**21.** Encourage those employment uses requiring outdoor storage to locate in the interior of an employment area, in locations of low visual prominence.

**22.** Locate truck terminals in employment areas with access to regional roadway facilities and arterial roads and ensure adequate screening of parking and storage areas.

**23.** Protect the Employment areas in proximity to Highway 401 for employment uses that require such locations.

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**24.** Permit associated retail and ancillary facilities and recreation facilities in employment areas subject to the following criteria:

**a)** the uses do not have an adverse impact upon established commercial areas;

**b)** adequate parking is provided;

**c)** the site is peripheral to the employment area in which it is located and is in proximity to an arterial road;

**d)** where feasible and practical, access to arterial roads shall be restricted and vehicular access will be oriented to collector roads interior to the employment area;

**e)** have a high quality of site design and through design features minimize adverse impacts on adjacent uses;

**f)** in addition service commercial uses shall be subject to the following criteria:
- **i)** such facilities shall provide services primarily for the benefit of the employment uses and employees;
- **ii)** the uses should be located in employment business malls or on service centre sites.

**25.** Require that uses within Employment Areas abutting incompatible non-employment uses meet the following criteria:

**a)** no outside storage shall be allowed;

**b)** applicable air pollution, odour, and noise abatement requirements are met;

**c)** the development meets a high standard of building design, and landscaping. The City may restrict the abutting sites to Service Industrial zoning.

**26.** Permit uses which have characteristics or functional requirements similar to employment uses, such as public utilities, communication facilities, public works yards, heavy equipment storage, sales and rentals and other similar uses to locate within the Employment designation.

**27.** Allow a limited amount of office development in Employment Areas in addition to office space provided as accessory to a permitted main use of land. Such office developments shall only be permitted by amendment to the Zoning By-law. The City may direct that such office development be located only within certain locations in Employment areas and may also establish a maximum floor area for any such developments. Such office development shall include buildings of a high standard of architecture and site design.

In evaluating such applications, the applicant may be asked to demonstrate to the City why suitable office space is not available in established Business Districts or other appropriately zoned areas. The applicant shall also demonstrate why it is more appropriate to locate the

office space in an industrial area rather than elsewhere. Specific office locations in Employment areas may also be designated in secondary plans and the Zoning By-law may be amended to reflect such designations.

**28.** The Summerstown Swamp, a provincially significant wetland is located within the City's northeast Employment Area lands as a condition of approval, physical development located within 120 metres of the boundaries of Summerstown Swamp, as delineated by the E.C. land use designation, will be required to submit an EIS demonstrating that the development will have no negative impacts on the feature or its ecological functions in accordance with applicable section(s) of this Plan (i.e. Section 4.11).

**29.** Separation distances between proposed, committed and/or existing industrial facilities and sensitive land uses are recommended by MOECC in accordance with Guideline D-6: Compatibility between Industrial Facilities and Sensitive Land Uses. Separation distances are based on the size and type of industry and the potential to produce point source and/or fugitive air emissions such as noise, vibration, odour and dust through normal day-to-day operations.

The guideline classifies industries as follows:

| Class of Industry Recommended | Minimum Recommended Separation Distance | Minimum Influence Area |
|---|---|---|
| 1 | 20 metres | 70 metres |
| 2 | 70 metres | 300 metres |
| 3 | 300 metres | 1000 metres |

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**30.** Employment uses are firstly directed to locate on employment lands that are already serviced in order to optimize existing infrastructure. North of Highway 401, employment uses shall be developed on full municipal services. Where employment uses are proposed to be located on privately owned lands that require the extension of municipal services, the cost to extend servicing shall be addressed by way of a development agreement with the City.

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**31.** For lands identified as Employment north of Highway 401, lot sizes shall be established to ensure an adequate supply of land to accommodate large scale employment uses and to maintain flexibility to provide a range and choice of suitable sites to meet the needs of larger employment uses. The implementing zoning by-law shall

establish minimum lot sizes that are conducive to large-lot configurations as well as appropriate phasing through the use of a holding symbol(s).

# 4.9 RURAL AREA

## 4.9.1 Definition

The use of land designated as Rural Area shall be primarily for agriculture uses, related uses, and secondary uses associated with farm production. This designation also includes certain compatible low density institutional and recreational uses requiring large tracts of land such as golf courses (i.e. Summerheights Golf Links) and cemeteries. Uses connected with Government departments, fish and wildlife resources and related recreational uses, railways or public utilities such as hydro corridors and electricity generation facilities and transmission and distribution systems, telephone or gas shall be permitted. A limited amount of rural residential development may also be permitted subject to the policies of this Section. The Rural Areas of Cornwall are recognized to exhibit unique and valued characteristics of economy and physical/social landscape, as may be reflected in part in Section 1.1.4 of the Provincial Policy Statement (PPS) 2014, as revised.

## 4.9.2 Rural Area Goals

The major goals of the Official Plan with respect to the Rural Area are to:

**1.** Ensure that high quality agricultural lands and viable farms are preserved within the City.

**2.** Promote conditions which encourage the efficient operation and viability of agricultural operations.

**3.** Maintain the rural nature and character of the designated lands.

**4.** Prevent urbanization and other types of developments in rural area of the City which operate to the detriment of agricultural pursuits and create land use conflicts

**5.** As Rural Areas are considered by the PPS to be all lands outside of Urban Settlement Areas including for example, rural settlement areas, rural lands, prime agricultural lands, and the natural heritage system (also connected with Urban Settlement Areas), any such relevant policy in this section or any other section of the Plan shall be considered collectively when reviewing the appropriateness and potential impact of applicable development proposals.

### 4.9.3 Rural Area Policies

In order to achieve the rural goals, it will be the intention of the City to:

**1.** Encourage the retention of farms in large units in order to maintain economic farm units, with minimum lot sizes in accordance with the Zoning By-law.

**2.** Ensure that any application to sever property for agricultural purposes does not result in a significant reduction in farm operating efficiencies or creates a new lot that would not be considered a viable farm.

**3.** Require minimum distance separation formulas:

**a)** to be met by all types of development proposed by building permits on all existing lots of record; and,

**b)** from a neighbouring livestock facility to a proposed lot with an existing development when considering consent applications to create a surplus farm dwelling severance.

**4.** Consider severances for farm related residences if the applicant demonstrates that the application is warranted, is contiguous to the existing farm holding and is in conformity with the following policies:

**a)** the newly created lot is for the use by:
- **i)** a bonafide farmer for retirement purposes to a maximum of one retirement lot or an existing farmhouse is considered surplus to the needs of the farmer;
- **ii)** immediate family of a bonafide farmer.

**b)** no adverse effect will result on the operation of the farm because of the severance;

**c)** the criteria of the Minimum Distance Separation formulae respecting land use separation distances are satisfied;

**d)** no more than one (1) new lot is being created, including previous lots created by consent;

**e)** that the application would not constitute or perpetuate ribbon development or unduly interfere with a highway or arterial

street;

**f)** the site fronts upon an existing public street;

**g)** all conditions and criteria for approval for consents as set out in this Plan are satisfied.

**5.** Prohibit residential severances for the purpose of providing dwellings for farm help. Residential buildings for farm help will be recognized as an accessory use to an agricultural operation by the Zoning By-Law.

**6.** Severances for non-farm residences in the Rural Area shall generally be discouraged except:

**a)** where the lot is to be created between two existing residential buildings fronting on a public street which are separated by not less than ninety (90) metres; or

**b)** in other situations, where not more than one (1) new lot is to be created, and;
- **i)** the site is not suitable for commercial farming;
- **ii)** the site abuts upon an improved public road and access will not unduly interfere with traffic flow;
- **iii)** a potable water supply is available and site conditions are suitable for sewage disposal;
- **iv)** the criteria of the Minimum Distance Separation formulae respecting land use separation distances are satisfied;
- **v)** no previous non-farm severance has been granted for the landholding and the severance will not constitute or perpetuate ribbon development;
- **vi)** the area is not considered suitable for future urban expansion;
- **vii)** the criteria and conditions for severance approval of this Plan are met;
- **viii)** The site is not in proximity to a major pit or quarry.

**6.1** Under no circumstance for individual Rural Area consents shall there be greater than a total of 2 lots (1 farm-related residence and 1 non-farm related residence) established from Lots of Record, as of the adoption date of this Plan.

**7.** During the life of this Plan, no more than two (2) applications for estate residential subdivision with a development maximum total

of twenty (20) single family lots shall be considered and more specifically only in areas such as: The Summerheights Golf Links property and/or McConnell Avenue (either west or east side) from Hwy 401 north to Cornwall Centre Road. **Areas within the Urban Settlement Area shall not be considered for this unique type of development.**

**a)** applications for estate residential development shall be subject to a Site Specific Official Plan Amendment and by Plan of Subdivision only and a special zoning district shall be established for such development. Also, future estate residential development shall be permitted only by the process of amendment to the Zoning By-law and should be at a scale which accommodates infilling and minor rounding out of development.

**b)** sites and areas for such development have substantial scenic qualities and every effort is taken to retain the natural and scenic qualities of the site in the design of the subdivision and the siting of the dwellings. In order to determine the nature and extent of the scenic qualities to be protected/enhanced in the development, a visual impact assessment or natural heritage impact assessment by a qualified person may be required as part of a complete development approval application.

**c)** an appropriate on-site water supply is available and suitable conditions exist for sewage disposal. A requirement to analyze this issue is to conduct a hydro geological, terrain analysis and impact assessment in accordance with MOECC guidelines. Such development must be consistent with PPS Section 1.6.6.4 and other such applicable related PPS section(s).

**d)** the development will not adversely affect school or community facilities, municipal services or the external road system;

**e)** the development will not have a financial impact upon the City or School Boards (the applicant may be required to produce evidence that it will not);

**f)** soil and environmental conditions are suitable for development as confirmed by detailed soil investigations; lot sizes are suitable for on-site services and rural living;

**g)** all lots front upon an internal street system, a variety of lot sizes are provided and the subdivision has access to a suitable external road system;

**h)** adjacent uses and facilities are compatible with the development;

**i)** the development and design satisfies the requirements of the appropriate public agencies, including, for example, the Minimum Distance Separation (MDS) provisions of the Province.

**8.** Ensure that non-agricultural uses that are permitted in the Zoning By-law such as low density recreational and institutional uses are located in the rural areas only where the following criteria can be met:

**a)** adequate water supply is available, private sewage disposal facilities are feasible and other necessary services are available;

**b)** adequate transportation facilities are available to provide required access, and traffic generation will not conflict unduly with urban traffic movements, especially at peak hours;

**c)** proposed operations shall be compatible with existing agricultural operations and established non-farm activities in the same area.

**9.** Carefully locate major utility or transportation corridors so as not to fragment or adversely affect the Rural Area.

**10.** Notwithstanding any other provisions in this plan, a solid waste disposal site is permitted at 2590 Cornwall Centre Road, and:

**a)** this site shall be operated, monitored, maintained, and ultimately rehabilitated in accordance with Ministry of the Environment and Climate Change (MOECC) regulations;

**b)** the City shall follow the MOECC D Series Guideline D4 – Land Use On or Near Landfills and Dumps; to ensure that sensitive uses are not developed within a 500 metres influence area of the solid waste disposal site.

**10.1** The City will request environmental studies, prepared by a qualified consultant, when sensitive development is proposed in the vicinity of a landfill site to assess the potential impact on the development. In some cases, environmental studies may have already been prepared for the subject landfill site and a qualified consultant can use this information when determining the potential impact on the proposed development.

The environmental study should address the following for operating landfill sites: landfill generated gases, ground and surface water contamination by leachate, odour, litter, contaminant discharges from associated vehicular traffic, visual impact, dust, noise, other air emissions, fires, surface runoff and vectors and vermin.

Studies of sites that are not operating should consider: ground and surface water contamination by leachate, surface runoff, ground settlement, visual impact, soil contamination and hazardous waste, and landfill generated gases.

The City shall only approve sensitive development in the vicinity of an open landfill site when they are satisfied that the environmental study indicates that impacts will be minimal or can be mitigated.

**11.** Mineral aggregate resources shall be protected for long term use. At this time, no significant deposits of mineral aggregate resources have been identified within the City of Cornwall; however, mineral aggregate resources sites which abut upon an improved public road and access will not unduly interfere with traffic flow; located in neighbouring municipalities near to the Cornwall municipal boundary shall be protected from development in Cornwall that would preclude or hinder their expansion or continued use or be incompatible for reasons of public health, public safety or environmental impact. The City shall implement separation distances and require studies for development within 500 metres to other municipality's mineral aggregate resources in accordance with MNR's Mineral Aggregate Resource Reference Manual. For example, a Mineral Aggregate Compatibility Study may be required for proposed development within 500 metres of an existing aggregate extraction operation/known bedrock deposit or within 300 metres of a known sand and gravel resource or pit operation.

**12.** Notwithstanding any other provisions in this plan, wayside pits and quarries, portable asphalt plants and portable concrete plants used on public authority contracts shall be permitted, without the need for an official plan amendment, rezoning, or development permit under the Planning Act in all areas, except those areas of existing development or particular environmental sensitivity which have been determined to be incompatible with extraction and associated activities such as:

**a)** a sensitive land use; or,

**b)** in wetlands, significant portions of the habitat of endangered or threatened species, or where environmental impacts cannot be mitigated.

**13.** Mineral extraction operations will be permitted as an interim use on Prime Agricultural lands provided that the site will be remediated back to an agricultural condition in accordance with the PPS Section 2.5.4.

**14.** For the purposes of this Plan, the term “sensitive land uses” shall be defined as per the P.P.S. definition.

The concept of an influence area is recognized as a means of protecting against incompatible land uses in the vicinity of mineral aggregate resources and to protect existing pits and quarries from encroachment from other incompatible land uses.

Appropriate separation distances for proposed and existing aggregate operations are usually determined on a site specific basis. However, in the absence of site specific studies, the potential influence area can be 1000 metres and the minimum separation distance can be 300 metres.

Typically, MOECC considers the most impact from pits/quarries to be within an area of 500 metres for a quarry, 300 metres for a pit. This area is considered to have the most impact on sensitive land uses from the aggregate operation. Environmental studies (i.e. noise, hydrogeology) should be required to assess the impact if development occurs within this influence area. This influence area should be applied reciprocally to new sensitive land uses encroaching on an existing extraction operation or lands committed for future extraction.

MMAH **15.** Notwithstanding any other provisions of this Plan, Gift Shops for

Mod. #9 Apr. 7, 2004

the sale of Arts and Crafts in an historic setting, a tea room, a garden centre, a veterinarian clinic (animal hospital), accessory uses and up to four (4) single detached residences shall be permitted uses on Part of Lot 25, Concession 1, City of Cornwall, bounded on all three sides by municipal roadways (being Vincent Massey Drive, Link Road, and Cornwall Centre Road).

OPA Mod. #26 Sept. 17th 2012

**16.** An Amendment to add a policy to lands on Part of Lot 24, Concession 1, City of Cornwall, bounded on all sides by municipal roadways being Vincent Massey Drive, McNairn Drive and Cornwall Centre Road to allow up to five (5) single detached residences.

OPA Mod. #29 June 24th 2013

**17.** Notwithstanding any other policy provisions of the Rural Area designation of this Plan, the non-rural residences on Part of Lot 25, Concession 4 City of Cornwall, located on the West side of Richmond Drive municipally known as 3228 and 3232 Richmond Drive, shall be recognized as being fully permitted.

**18.** Notwithstanding any other policy provisions of the Rural Area designation of this Plan, the two (2) lot additions including the existing the non-rural residences on Part of Lot 25, Concession 4 City of Cornwall, located on the West side of Richmond Drive municipally known as 3216 Richmond Drive, shall be recognized as being fully permitted.

**19.** While the majority of physical growth shall be in the Urban Area(s) of Cornwall, development proposals conforming to applicable Rural Area Plan policies shall be considered, however, in no case shall no more than an annual maximum total of five (5) of any type of Residential-based severances/consents shall be permitted.

**20.** Annual monitoring of new development impact in the Rural Area shall be conducted by Planning staff to ensure that present policies are effective in the protection/promotion of the Rural character and landscape of the Municipality.

# 4.10 OPEN SPACE

## 4.10.1 Definition

The Open Space designation shall mean the predominant use of land is for passive and active recreation and the conservation and enjoyment of the open space landscape. The Open Space category applies primarily to major parks, conservation areas and open spaces and not to community, neighbourhood or smaller parks permitted in other designations. It also is intended to include large scale and intensive public and commercial recreation developments such as arenas, pools, amusement parks, or tourist-oriented facilities on a limited basis. Ancillary and accessory uses and buildings are permitted provided that the overall open space character and function as well as the significant features of the landscape are maintained. The Open Space designation may also be used as a development restriction tool for former landfill sites.

## 4.10.2 Open Space Goals

The major goals of the Official Plan with respect to Open Space are to:

**1.** Provide for sufficient and properly located public outdoor recreation opportunities of a city-wide nature and ensure suitable locational control particularly over commercial recreation developments.

**2.** Preserve the distinctive natural features of the landscape of the areas designated.

**3.** Protect public open spaces from more intensive development and uses not compatible with an open space environment, in order to minimize negative impacts.

**4.** Encourage greater public use, access and enjoyment of the waterfront area including both local and tourist recreation while being consistent with policies in Chapter 7: Waterfront Planning and he Waterfront Master Plan.

**5.** Enhance the urban environment by introducing and maintaining parks, trails, and open space that contribute to quality of life, and healthy and active lifestyles.

**6.** Ensure development on former landfill sites is consistent with those policies found in the Services and Utilities Chapter.

### 4.10.3 Open Space Policies

In order to achieve the goals for Open Space, it will be the intention of the City to:

**1.** Limit the development of Open Space areas to conservation, leisure, recreational, or similar uses and to non-intensive commercial recreation uses such as golf courses and campsites, which are complementary to and support the goals of the Open Space Area and are compatible with adjacent land uses. Large scale commercial recreation projects shall be permitted in the Open Space category by specific zoning amendment with the view of providing an appropriate balance between public and private opportunities.

**2.** Use the following principles in the development or zoning of publicly owned Open Space areas:

**a)** Development in the Open Space area shall be in conformity with the goals, policies and guidelines provided in the Parks and Recreation Chapter of this Plan.

**b)** Major city-wide recreation and cultural facility buildings and structures constructed by the City or other Government agencies may be permitted in an Open Space area provided that every effort is made to preserve as much open space and natural features as is possible.

**c)** No other building of a permanent nature shall be permitted except for those accessory buildings required to maintain the function and operation of Open Space, such as concession booths and maintenance sheds.

**d)** Where an Open Space development has the potential to draw a large number of visitors, adequate parking areas shall be established and access points shall be designed to minimize the impact upon vehicular and pedestrian traffic patterns. Sites adjacent to Open Space areas may be used for overflow parking as a condition of development approval.

**e)** Adequate provision shall be made for public access and enjoyment of the waterfront and the area immediately adjacent to the River shall wherever possible be maintained as open space.

**f)** Every effort shall be made to preserve existing tree cover and vegetation.

**3.** If any land, designated as Open Space is under private ownership, this Plan does not intend that such lands will necessarily remain as Open Space indefinitely nor shall it be construed as implying that the Open Space areas are free and open to the general public or that the lands will be purchased by the City of Cornwall.

If proposals to develop privately owned Open Space designated lands are made and the City of Cornwall does not wish to acquire such lands in order to provide the lands as public Open Space, then an application for the re-designation of such lands for other purposes will be given consideration by the City subject to the policies of this Plan. There is however, no obligation on the part of the City either to re-designate or to purchase any areas designated as Open Space.

In evaluating such applications, the City shall consider:

**a)** the general policies of this Plan and the policies governing development in the requested land use designation;

**b)** whether parts of the site in question are required to provide adequate open space and recreational opportunities;

**c)** the intrinsic qualities of the on-site landscape and the presence of any environmentally sensitive areas;

**d)** the capability of the land to support the type of development requested;

**e)** comments or approval from relevant public agencies;

**f)** whether the site is designated as Open Space to prevent development based on a former use;

MMAH Mod. #10 Apr. 7, 2004

**g)** the proximity of the proposed development to the regulatory flood limit and elevation (1/100 year) along the St. Lawrence River or another watercourse and whether erosion or unstable slope hazards exist. The greater hazard distance shall prevail.

**4.** Consider applications for commercial recreation Open Space development on land currently designated as Open Space using the following criteria:

**a)** **Access/Egress**: The proposed site shall have direct access to a highway or arterial Street and the traffic generated shall not adversely affect the capacity of adjacent streets. Adequate provision shall be made to accommodate turning movements in a safe manner.

**b)** **Compatibility**: Adjacent land uses shall not be adversely affected by the development. Compatibility between commercial recreation uses and adjacent uses shall be ensured through complementary use of the natural features, buffering techniques and other site planning principles. A high standard of site design will be required through the Site Plan Control process.

**c)** **Environmental Protection**: Commercial Open Space developments shall not adversely affect any environmentally sensitive areas in accordance with the policies in Section 4.11

**d)** **Servicing**: The site shall be serviced or capable of being serviced by Municipal sewer and water services and may be required to provide storm drainage facilities.

The development shall not result in major infrastructure improvements (services and transportation). Where such improvements are necessary, the developer will be responsible for improvement costs as determined by formal agreement with the City.

**5.** Encourage commercial recreation development in areas designated Open Space to be clustered with all ancillary services provided on the same site. In order to protect the integrity of the development the City shall control the proliferation of incompatible or ancillary land uses adjacent to the site through the review of development applications. Where feasible, the City may direct that certain developments generated by the subject establishment be directed to other appropriate zoned areas of the City, (e.g. encouragement of motel development in established commercial areas).

**6.** Notwithstanding any other provisions of this Plan, a communal docking facility shall be permitted, to be incorporated in a plan of subdivision and intended for its residents, on the Courtaulds' waterfront strip on Part of Lot 4, Concession 1, City of Cornwall, subject to applicable Municipal and Provincial regulations, Conservation Authority regulations, and the policies of the Cornwall Sediment Strategy. Furthermore, individual docking or boathouse facilities shall be permitted south of the seven (7) existing Courtaulds' cottages, again subject to Municipal and Provincial regulations, Conservation Authority regulations, and the policies of the Cornwall Sediment Strategy. Finally, these lands south of the existing Courtaulds' cottages are not intended for public use or access.

MMAH Mod. #11 Apr. 7, 2004

**7.** In order to achieve the goals for Open Space, it will be the intention of the City to:

Provide for the protection of aquatic and fish habitat in all watercourses. All rivers, creeks, drains, and watercourses have the potential to be fish habitat. Lands within 30 m of the normal high water mark of a watercourse or 30 metres from the stable top of bank (whichever is greater), will be considered adjacent lands to aquatic and fish habitat. Development and site alteration may be permitted in and adjacent to aquatic and fish habitat only if it has been demonstrated in an Environmental Impact Study prepared in accordance with Section 4.11 of this Official Plan that there will be no negative impacts on the aquatic and fish habitat. Approvals from the Raisin Region Conservation Authority and senior levels of government will apply as warranted.

**8.** When evaluating matters in Open Space areas adjacent to the St. Lawrence River reference should be made to the recommendations of the St. Lawrence Remedial Action Plan: Cornwall Area of Concern Stage 2 Report (November 1997).

**9.** Analysis of any development or redevelopment proposal in proximity to the St. Lawrence River, whether on public or private-owned Open Space lands shall require written approval from the Raisin River Conservation Authority as outlined in Section 4.11 and 4.11A. No development is permitted within the Natural Hazard area and flood plain along the St. Lawrence River.

**10.** On Waterfront lands, now designated as Open Space generally south of Montreal Road east of Dunbar Avenue, all existing residential land use/buildings shall be considered as permitted from a land use designating perspective. This policy, however, is not intended to absolutely prohibit such activities as: docks, accessory buildings and similar items.

# 4.11 ENVIRONMENTAL CONSTRAINT – NATURAL HERITAGE

## 4.11.1 Definition

**1.** The Environmental Constraint – Natural Heritage (EC-NH) designation shall include all lands with natural heritage features (see Appendix A: Natural Heritage Features) which are typically unsuitable for development or site alteration.

**2.** The lands designated Environmental Constraint – Natural Heritage (EC-NH) primarily delineate areas of wetland interest and may not be all-inclusive due to varying size and significance.

**MMAH Mod #5 March 16, 2018**

**3.** The purpose of designating lands as Environmental Constraint – Natural Heritage (EC-NH) is to ensure that development and site alteration will not be permitted in or immediately adjacent to those areas unless it has been demonstrated that there will be no negative impacts on the natural feature or its ecological functions through an Environmental Impact Study (EIS), and that appropriate measures can protect the natural heritage features or areas. For clarity, no development is permitted within a provincial significant wetland, per PPS 2.1.4, though Summerstown Swamp Provincially Significant Wetland is depicted as an environmental constraint on Schedule 1 – Landuse.

For the purposes of clarification, the following terms are defined, as per the P.P.S.:

**Development:** (*Source: P.P.S. document*) means the creation of a new lot, a change in land use, or the construction of buildings and structures, requiring approval under the Planning Act; but does not include activities that create or maintain *infrastructure* authorized under an environmental assessment process; or works subject to the Drainage Act.

**Site Alteration**: (*Source: P.P.S. document)* means activities, such as fill, grading and excavation, that would change the land form and natural vegetative characteristics of a site.

## 4.11.2 Environmental Constraint - Natural Heritage Goals

The major goals of the Official Plan with respect to Environmental Constraint – Natural Heritage lands are to:

1. Identify, preserve and protect for the long term, significant natural features and areas, and environmental and ecological functions which are important in the Cornwall and regional context.
2. Identify and delineate a natural heritage system for the City of Cornwall.

3. Ensure that all development permitted in or adjacent to Environmental Constraint – Natural Heritage lands and the natural heritage system is managed in accordance with the PPS.

### 4.11.3 Natural Heritage Policies

To achieve the Environmental Constraint - Natural Heritage goals, it will be the intention of the City to:

1. Establish zoning classifications and regulations governing permitted uses for Environmental Constraint - Natural Heritage areas. Permitted uses shall generally include conservation or habitat restoration activities, or passive outdoor recreation. Environmental Constraint - Natural Heritage areas may, but not necessarily be considered, as part of the required green space of an adjacent development. In addition, the City may establish setbacks for development in areas outside of Environmental Constraint - Natural Heritage Areas where protection of natural features are necessary. Encroachments such as service corridors for roads, public utilities, electricity generation facilities and electric power transmission and distribution systems, municipal services, storm water management works and parking areas shall be permitted as required to accommodate future growth provided that these facilities would promote a development pattern which is in accordance with the Official Plan and that any such encroachments do not negatively impact on the Environmental Constraint - Natural Heritage Area. Environmental Constraint - Natural Heritage Areas may, but not necessarily, be considered as part of the required green space of an adjacent development.

2. Establish setbacks and buffers for development adjacent to Environmental Constraint - Natural Heritage areas where protection of natural features is necessary. The City may require appropriate setbacks or buffers based on findings in applicable E.I.S. are where a development abuts an Environmental Constraint- Natural Heritage area or feature of the natural heritage system.

MMAH Mod #6 March 16, 2018

3. Identify and delineate a Natural Heritage System for the City. The Natural Heritage System identifies the natural heritage features and

areas, and linkages intended to provide connectivity (at the regional or site level) and supports natural processes which are necessary to maintain biological and geological diversity, natural functions, viable populations of indigenous species and ecosystems. Appendix A will be used to determine when an EIS is required for proposed development to address natural features, natural functions, and connectivity. This includes all features identified in Appendix A including Summerstown Swamp Provincially Significant Wetland, valleylands, wetlands, wooded areas, floodplains, drains and the South Branch Raisin River. Site specific development applications in identified woodland areas will be subject to the conducting of an Assessment of Significance and related Impact.

**4.** Where land identified as Environmental Constraint – Natural Heritage or a natural heritage feature is under private ownership, it is not the intent of this Plan that the land will necessarily be purchased by the Municipality.

**5.** Where new development is proposed on a site, part of which is designated as Environmental Constraint – Natural Heritage, then such areas shall not be acceptable as part of the dedication for parkland as required under the Planning Act. Where a watercourse is involved, adequate space shall be provided for maintenance and operations.

**6.** Coordinate ongoing investigations of natural heritage features in conjunction with other public agencies and recognize new Environmental Constraint – Natural Heritage areas by designating them in the Plan. These studies may also necessitate changes to the boundaries of land use designations on Schedule 1: Land Use, and within the Zoning By-law Schedule.

**7.** Recognize Summerstown Swamp as delineated on Schedule 1: Land Use as a Provincially Significant Wetland.

**a)** No development or site alteration will be permitted within the wetland boundary to ensure that the feature and functions of the Summerstown Swamp are maintained and enhanced;

**b)** The only permitted uses within the Summerstown Swamp are forestry, conservation, wildlife management, passive outdoor recreation and educational activities that do not adversely affect the natural features and wetland functions;

**c)** An Environmental Impact Study demonstrating that there will be no negative impacts on the wetland and its ecological functions will be

required as a condition of approval for any development or site alteration within 120 metres of the wetland.

**d)** Notwithstanding anything else in this section, the Province recognizes the right(s) of the Corporation of the City of Cornwall to establish one consolidated service(s) corridor bisecting through the Summerstown Swamp, in order to create a physical link between the west and east portions of the present/future Industrial Park. The City will ensure that all reasonable measures are explored to mitigate impact in building such a corridor, which may include, but not limited to: a roadway, underground services, and utilities. The City still remains subject to any applicable Environmental Assessment processes**.**

**8.** Prohibit development and site alteration in or adjacent to:

**a)** Locally significant wetlands (West Guindon Swamp, East Guindon Swamp, Power Dam Swamp.

**b)** Significant woodlands;

**c)** Significant valleylands;

**d)** Significant wildlife habitat;

**e)** Significant areas of natural and scientific interest; and,

**f)** Coastal wetlands;

unless it has been demonstrated through an Environmental Impact Study that there will be no negative impacts on the natural features or their ecological functions or that any such negative impacts can be satisfactorily mitigated.

**9.** Development or site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements. All rivers and watercourses have the potential to be fish habitat. If any development or site alteration is proposed within 30 metres of fish habitat, an Environmental Impact Study will be required as a condition of development approval. Furthermore, any in water work pertaining to a watercourse, drain, stream or on-line pond is subject to the Raisin Region Conservation Authority O. Reg. 175/06 (Development, Interference with Wetlands and Alterations to Shorelines and Watercourses) under the Conservation Authorities Act.

**10.** Development and site alteration shall not be permitted in the habitat of endangered species and threatened species, except in accordance with provincial and federal requirements.

**11.** Planning Development applications may consider impacts to Coastal Wetlands, (either evaluated or un-evaluated) as per Section 2.1.5 of the Provincial Policy Statement (PPS) 2014 and more specifically defined as any wetlands located on the St. Lawrence River or any wetland that is on a tributory to the St. Lawrence River and lies, either wholly or in part, downstream of a line located 2 kilometres upstream of the 1:100 year floodline (plus wave run up) of the St. Lawrence River.

**12.** In determining impacts of proposed development on potential areas of Species at Risk habitat, consultation by proponents shall take place with the Ministry of Natural Resources and Forestry to determine the scope/scale of Review needed prior to submitting any applicable Development Approval Application.

### 4.11.4 Environmental Impact Studies

**1.** The municipality shall require a comprehensive or scoped Environmental Impact Study (EIS) prepared by a qualified professional to demonstrate that no negative impact to a natural feature or its ecological function as a requirement for approval of development or site alteration in or adjacent to natural features. In other cases, and based on consultation with appropriate Provincial Ministry's/Agencies (i.e. RRCA), an E.I.S. may be required to demonstrate no concern or negative impact would be resultant absent of acceptable mitigation measures on a site specific basis.

**2.** Environmental Impact Studies should be scoped and prepared with reference to the Ministry of Natural Resources and Forestry (MNRF) Natural Heritage Reference Manual (2010), and in consultation with the Raisin River Conservation Authority and/or MNRF. Municipal staff shall consult with the Ministry of Natural Resources and Forestry (MNRF), and local Conservation Authority representatives in determining the need and scope of any E.I.S., particularly when in reference to a potential significant Wildlife Habitat concern(s). Combined use of the Natural Heritage Reference Manual (NHRM), Significant Wildlife Habitat Technical Guide (MNR, 2000), applicable Ecoregion Criteria Schedules and the O.P. Appendix A: Natural Heritage Features (in the absence of a Natural Heritage System doc.) can also assist in such determination(s).

**3.** The following is intended to provide a guideline for the preparation of an EIS:

**a)** a description (including a map) of the study area and landscape context;

**b)** a description of the development proposal;

**c)** identification of the features and functions likely to be affected by the development proposal, including endangered species, threatened species, and special concern species identified in Table 4.11A; it is advised that for the most up-to-date listing of Species at Risk, consultations should be made by viewing the Species at Risk in Ontario list.

**d)** assessment of the potential impacts of the proposed development on key features and functions:

**e)** identification of mitigation requirements and monitoring requirements;

**f)** quantification of residual impacts (those that cannot be mitigated) if any;

**g)** recommendations on how to implement mitigation measures; and

**h)** review and conclude with a professional opinion on whether negative effects on the natural features and ecological functions will occur, the significance of such impacts, and whether ongoing monitoring is required. The statement will more specifically:

**i)** define the nature and the boundaries of any significant features, ecological functions, hydrological functions (in the case of a wetland) and values on, or adjacent to the site;

**ii)** describe and map the proposed development activities, including building location, excavation, site grading, landscaping, drainage works, roadway construction, paving, sewer and water servicing in relation to the various environmental considerations;

**iii)** predict the effects of the proposed development on the various components of the environment on and adjacent to the site, such as wildlife, fish, vegetation, soil, surface water, ground water, air and any other relevant factors, taking into consideration effects during and after site alteration;

**iv)** evaluate the significance of all predicted and negative and positive effects on the various environmental considerations;

**v)** itemize and recommend all measures that can be taken to reduce or mitigate the predicted negative impacts;

**vi)** evaluate the cumulative effect that the project (and any other known projects or activities) may have following implementation of any mitigation measures on the natural features and ecological functions identified for protection;

**vii)** conclude with a professional opinion on whether negative effects on the natural features and ecological functions will occur, the significance of such impacts, recommended setbacks from the features, and whether ongoing monitoring is required.

**4.** Council may use various planning and other approvals (e.g. Site Plan Control, site specific zoning, site alteration by-laws, etc.) to implement the results of an EIS.

For information purposes **Table 4.11A** illustrates species that are threatened, endangered, and/or of special concern and are subject to change by the Province without need for subsequent Amendment to this Plan.

| Endangered | Threatened | Special Concern | |
|---|---|---|---|
| • American Eel<br>• Butternut Tree<br>• Eastern Small-footed Myotis<br>• Little Brown Myotis<br>• Northern Myotis<br>• Pugnose Shiner | • Bank Swallow<br>• Barn Swallow<br>• Blanding's Turtle<br>• Bobolink<br>• Channel Darter<br>• Chimney Swift<br>• Eastern Meadowlark<br>• Whip-poor-will<br>• Cerulean Warbler<br>• Least Bittern<br>• Cutlip Minnow<br>• Lake Sturgeon | • Bald Eagle<br>• Black Tern<br>• Bridle Shiner<br>• Canada Warbler<br>• Common Nighthawk<br>• Eastern Musk Turtle<br>• Eastern Ribbonsnake<br>• Grass Pickerel | • Milksnake<br>• Monarch Butterfly<br>• Northern Map Turtle<br>• Olive-sided Flycatcher<br>• Peregrine Falcon<br>• River Redhorse<br>• Yellow Rail |

### 4.11.5 Source Water Protection

As part of the applicability and analysis of Source Water Protection policies in this Section, reference should also be made to the approved 2015 (latest version 1.4.0 September, 2016) Raisin – South Nation Source Protection

Plan and Assessment Report. The said document contains policies to address threats to the sources of drinking water.

**1.** The City will continue to seek to protect, improve or restore the quality and quantity of water in partnership with the Raisin River Conservation Authority.

**2.** The City will protect all municipal drinking water supplies and designated vulnerable areas which are so designated because of their importance as a drinking water source. For example, within the City of Cornwall, such designated vulnerable areas in the Source Protection Plan and Assessment Report include:
- Intake Protection Zones (IPZ's), see Schedule 1 for delineation;
- Highly Vulnerable Aquifers (HVA's); and
- Significant Ground Water Recharge Areas (SGRA's).

**3.** An Intake Protection Zone is shown on **Schedule 1: Land Use** which is based on Maps 19 and 20 of the approved Raisin-South Nation Source Protection Plan and Assessment Report prepared by the Raisin River Conservation Authority which may be updated from time to time for determination of any HVA's or SGRA's within City limits.

**a)** The Zoning By-law will prohibit land uses in the Intake Protection Zone that may present a risk of contaminating this drinking water intake source.

**b)** In the event of a conflict between this plan and the significant threat policies of the Ministry of the Environment and Climate Change approved Raisin-South Nation Source Protection Plan, or alternatively called, (the Source Water Protection Risk Management Plan(s)) the Source Protection Plan prevails in accordance with the Clean Water Act (2006). Additional reference can be made to Table 17 of Appendix D of the Source Water Protection Plan for determination of applicable Activities, Vulnerable Areas, Threats and Policies.

**MMAH Mod #7 March 16, 2018**

**4.** Highly vulnerable aquifers (HVAs) and significant groundwater recharge areas (SGRAs) in Cornwall are shown on Map 4.1 and Map 4.2 of the approved Raisin-South Nation Source Protection Plan, respectively. The impact of development applications on HVAs and SGRAs will be considered in planning decisions. Development requiring a planning approval within a SGRA or HVA will be circulated by the City to the Raisin Region Conservation Authority to evaluate the impact on groundwater. A hydro geological or water quality assessment may be required to determine the degree of threat that the proposed use poses and whether it can be managed with recommended mitigative measures and/or best management practices. Results or requirements of any study can be implemented as per special

zone provisions, site plan control approval and/or the use of a holding symbol. If it is determined through a hydrogeological or water quality assessment that the risk cannot be managed, the City should not approve the planning application.

# 4.11A FLOODPLAIN – NATURAL HAZARDS

## 4.11A.1 Definition

MMAH Mod #8 March 16, 2018

Floodplain–Natural Hazard Areas include property or lands that could be unsafe for development due to naturally occurring hazards. Since 2005 the Province of Ontario has strengthened its preventative approach on Natural Hazards where development and site alterations may pose a risk to public health and safety. Natural Hazard areas include lands impacted by flooding, unstable slope/soils, erosion, organic soils, karst bedrock.

## 4.11A.2 Floodplain – Natural Hazards Area Goals

The major goals of the Official Plan with respect to Floodplain–Natural Hazard areas are to:

**1.** Protect public health and safety and prevent property damage by generally directing development away from hazard lands which are impacted by flooding hazards, erosion hazards, organic soils, karst bedrock, and unstable slopes/soils.

**2.** Mitigation measures shall primarily be permissible when an existing development has established legally non-conforming rights or an approved Special Policy Area by the Ministry of Municipal Affairs and the Ministry of Natural Resources and Forestry and established in this or predecessor Plan(s). Mitigation measures are aimed at improving the existing situation in less than ideal site characteristics and hazards.

**3.** Prohibit development and site alteration within Floodplain-Natural Hazard areas that pose unnecessary risks to human life and/or property.

## 4.11A.3 Floodplain - Natural Hazard Area Policies

In order to achieve the Floodplain – Natural Hazard area goals it will be the intention of the City to:

MMAH Mod #9 March 16, 2018

**1.** Generally limit uses in Floodplain – Natural Hazard areas by excluding site alterations, buildings, and structures. Permissible uses shall generally be limited to outdoor recreation, open space, conservation areas, and agriculture excluding buildings and structures.

MMAH Mod #9 March 16, 2018

**2**. Prohibit development and site alteration within the defined 1:100 year floodplain subject to the approval of the Raisin Region Conservation Authority. Flood and erosion control structures, or minor additions or passive non-structural uses which do not affect flood flows may be deemed acceptable where development is limited to uses which by their nature must be located within the floodway. There may be site specific evaluation to further delineate the 1:100 year floodplain subject to the approval of the Raisin Region Conservation Authority. For example, at least two parcels (i.e. Edwardson Developments and Estate of Stan Body parcels, as described in section 4.2.12 of this plan) on both sides of Brookdale Avenue immediately south of Highway 401 may developable, subject to approval by the RRCA.

**a)** The regulatory flood limit along the St. Lawrence River System is defined by the Canadian Geodetic Elevations indicated on the official floodplain mapping available at the Raisin Region Conservation Authority. The flood line elevation upstream of the Moses-Saunders Dam is 74.62 metres while downstream from the Dam, the elevation ranges from 49.1 metres to 47.7 metres.

**3.** Require written approval from the Raisin Region Conservation Authority and Site Plan Control procedures for any development or site alteration within the Raisin Region Conservation Authority's O. Reg. 175/06 (Development, Interference with Wetlands and Alterations to Shorelines and Watercourses) regulation under the Conservation Authorities Act.

**4.** Indicate on Schedule 1: Land Use the most landward location of the 1:100 year floodplain.

**5.** Require that, for any development proposal located in or adjacent to a Floodplain-Natural Hazard designation shall be subject to Site Plan Control. Furthermore, it shall be the responsibility of the proponent to contact the Raisin Region Conservation Authority to determine the exact location of the engineered flood line, and the flood line elevation of the property. Depending on the scope of the project, the proponent may require a survey by an Ontario Land Surveyor (OLS)/qualified professional to demonstrate the existing geodetic elevations upon the subject property and the exact location of the 1:100 year flood elevation.

**6.** In addition to floodplain restrictions noted previously, in general, a minimum setback of 30 m from the stable top of bank for any site alteration or development, such as Residential or Commercial, along a watercourse will be required. Development shall include any disturbance of the native soils or removal of shoreline vegetation (except very limited). The Raisin Region Conservation Authority may be contacted for guidance with respect to this policy. It is understood that new development will proceed primarily on full municipal services. Therefore, development in the following statement refers to the building envelope mainly to the exclusion of a septic tile field.

Large development proposals (i.e. greater than 5 lots, resort/condominium development) must be supported with a site evaluation report in consultation with the Ministry of the Environment and Climate Change. This is to ensure water quality protection. The study should take into consideration the existing water quality of the water body, surface water run-off, impact and loadings of phosphorous from septic systems (not applicable in Cornwall), type of soils, stormwater management and nature of vegetation.

For new lot creation, development must be set back a minimum of 30 m from the high water mark of the waterbody with non-disturbance of the native soils and very limited removal of shoreline vegetation.

For existing lots of record, new development should be set back 30 m if possible, otherwise as far back as the lot permits with non-disturbance of the native soils and very limited removal of shoreline vegetation and including adherence to applicable Zoning standards.

**7.** Refer to the engineered floodplain mapping at the Raisin Region Conservation Authority to define and interpret the Floodplain-Natural Hazards area limits. Updated information or new floodline mapping as approved by the Raisin Region Conservation Authority may be utilized without an amendment to this plan provided that the intent of the plan is maintained. It is the responsibility of the proponent to provide more up to date information if they dispute the floodplains or elevations upon a property.

**8.** Where a watercourse runs through or adjacent to the subject land of a proposed development, the proponent shall provide a report prepared by a qualified professional which indicates the extent of any Floodplain-Natural Hazards area associated with the watercourse. Such development shall obtain written approval of the Raisin River Conservation Authority as a condition of approval.

**9.** Consider the use and/or acquisition of Floodplain-Natural Hazards areas for public recreational uses and parkland.

**10.** Erosion hazard setbacks shall be implemented where applicable in accordance with the Raisin Region Conservation Authority and the Ministry of Natural Resources and Forestry's Natural Hazard technical criteria noted at the beginning of the Floodplain-Natural Hazard Section. Any reduction in an erosion setback shall require an acceptable geotechnical study by a qualified professional. The geotechnical study must be submitted to the Raisin Region Conservation Authority for review and approval.

**11.** Encourage the Conservation Authority to adopt Regulations under the Conservation Authorities Act, for all areas subject to natural hazard, including but not limited to periodic flooding. This shall ensure development is done in an orderly and safe fashion and the construction of structures, placement and removal of fill is regulated.

**12.** Discourage the expansion of non-conforming uses in Floodplain-Natural Hazard Areas. Any expansion of non-conforming uses shall not aggravate or make worse the existing hazard feature and consultation with the RRCA is required in order to determine this.

**13.** Adopt as a policy that where new development is proposed on a site, part of which is designated as a Floodplain-Natural Hazards Area, then such areas shall not necessarily be acceptable as part of the dedication for parkland or other recreational purposes as required under the Planning Act. All lands dedicated to the City shall be conveyed in a physical condition satisfactory to the City. Where a watercourse is involved, adequate space shall be provided for a maintenance allowance for emergency repairs, maintenance, operations, etc.

**14.** Coordinate on-going investigations of natural hazards in conjunction with other public agencies. New Floodplain–Natural Hazards areas are expected to be recognized from time to time, especially given the potential impacts of climate change, and may be designated in the Plan. These studies may also necessitate changes to the boundaries of the Floodplain–Natural Hazards area on Schedule 1: Land Use, and within the Zoning By-law Schedule.

# 4.12 COMPREHENSIVE REDEVELOPMENT AREA

## 4.12.1 Definition

The Comprehensive Redevelopment Area designation shall be applied to unique large sites sometimes containing inappropriate land uses that offer redevelopment potential and shall permit a range of high intensity uses. Comprehensive development schemes shall be prepared and approved for the site prior to any development proceeding. The intent is to encourage appropriate redevelopment through flexible designation and zoning regulations.

## 4.12.2 Comprehensive Redevelopment Area Goals

The goals of the Official Plan with respect to Comprehensive Redevelopment Areas are to:

**1.** Identify those sites and locations within the City that have unique characteristics and redevelopment potential and provide the incentive to redevelop such areas.

**2.** Encourage a comprehensive development approach that will enhance and promote the most appropriate use of the site while preventing indiscriminate mixing of incompatible uses.

**3.** Provide for flexibility in the development of sites by encouraging a range of land uses that are integrated and compatible

## 4.12.3 Comprehensive Redevelopment Area Policies

In order to achieve the Comprehensive Redevelopment Area goals, it will be the intention of the City to:

**1.** Ensure that comprehensive development schemes are prepared prior to any new development proceeding and have due regard for such matters as:

**a)** detailed objectives to be achieved by the proposed development;

**b)** overall development concept;

**c)** land uses, densities and mix;

**d)** municipal services and utilities;

**e)** visual amenities and design;

**f)** compatibility with surrounding land uses based, in part, on application of the MOECC D Series Guidelines;

**g)** means of implementing and staging the development;

**h)** the policies of the Official Plan.

**2.** Promote comprehensive development schemes as a form of a "seeding project" in an attempt to initiate more extensive redevelopment in adjoining areas.

**3.** Limit the expansion of existing incompatible land uses until comprehensive development schemes are approved and clearly identify acceptable uses.

- Promote the development potential of Comprehensive Redevelopment Areas by encouraging a higher intensity of development and through the application of such measures as “Bonus Zoning" and related agreements.

- Consider the use of special Comprehensive Redevelopment zones for the subject areas as well as the use of Holding (H) symbols or staged zoning, and permit a wide range of uses in the Comprehensive Redevelopment zone.

- Require all Comprehensive Redevelopment Areas to be subject to site plan controls and agreements to ensure adequate development standards, proper integration and compatibility of uses and the provision of site amenities.

**4.** Ensure that in permitting development in Comprehensive Redevelopment Areas; the City shall be satisfied no adverse impact shall result upon the BD's, other commercial areas, adjacent uses, municipal services or the transportation system.

**5.** If the City deems necessary, it may require a market feasibility study for those developments or components thereof proposed for a Comprehensive Redevelopment Area.

**6.** In the case where a C.R.A. designated site is determined to be a potential Brownfield, the clean-up of such contaminated sites must be in accordance with

the Ministry of the Environment and Climate Change's "Guidelines for Use of Contaminated Sites in Ontario". Phase I Environmental Site Assessments (ESA) must be carried out at sites which may be contaminated and Phase 2 ESA's should be completed if required. These studies shall be undertaken prior to the issuing of applicable planning approvals.

# 4.13 FUTURE STUDY AREA

## 4.13.1 Definition

The Future Study Area designation shall be applied to areas where the present land use patterns are indefinite, often incompatible and problematic; these areas may require further secondary planning studies in order to determine the best plan of action. Examples of such properties are C.P. lands at Sydney Street; Marleau Avenue North side; Lands located east of McConnell; and Canal Lands (Nutrite and West).

The zones applied under Future Study Area designations may reflect the existing land uses on the site. More restrictive zones or holding designations may also be applied until more appropriate zoning or land uses can be determined.

## 4.13.2 Future Study Area Goals

The major goals of the Official Plan with respect to Future Study Areas are to:

**1.** Identify areas in the City which should be designated as Future Study Areas and determine the most appropriate use of lands for such areas.

**2.** Encourage orderly development and improve the environmental conditions of Future Study Areas.

## 4.13.3 Future Study Area Policies

In order to achieve the Future Study Area goals, it will be the intention of the City to:

**1.** Prepare comprehensive Future Study Area plans in which consideration shall be given to factors such as:

**a)** existing and future land use functions for the area;

**b)** existing land uses, mix of uses, land use patterns and compatibility with surrounding land uses;

**c)** density and intensity of development;

**d)** capacity of municipal services and roadways;

**e)** streetscape and visual improvements for the area;

**f)** uses which should be relocated or phased out and recommendations for relocation;

**g)** available sites for redevelopment;

**h)** overall character of the surrounding neighbourhood;

**i)** building and property conditions;

**j)** identification of sites for municipal acquisition;

**k)** future development potential and alternative land uses;

**l)** methods of implementing proposals;

**m)** vehicular and pedestrian transportation improvements;

**n)** plans and programs of public agencies affecting the areas.

**2.** Establish more detailed goals and policies for Future Study Areas while keeping with the overall policies of the Official Plan.

**3.** Review Official Plan and zoning classifications and recommend specific designation changes to the City in order to implement the detailed policies derived from the Future Study Area plans.

**4.** Approve individual re-zoning or other development applications which would serve to improve environmental conditions and help to revitalize the Future Study Areas provided the overall intent of this Plan is maintained. Such re-zoning applications may be approved prior to comprehensive studies being prepared and without recourse to an amendment to this Plan provided the proposed development is in conformity with the overall goals and policies of the Official Plan.

**5.** Discourage the expansion or establishment of those land uses which are considered inappropriate or incompatible for the general area.

**6.** Encourage the grouping and consolidation of similar types of uses as opposed to indiscriminate scattering or mixing of land uses.

**7.** Notwithstanding the above policies, evaluate any re-designation proposal of 'FSA' lands to an appropriate land use, if warranted, based on such combined factors as: specific project proposal(s), expansion of development on existing built sites (whether whole or in part), demand demonstrated through needs/business plan reports, full Municipal servicing/infrastructure compatibility and so on as solely determined by the Municipality.

# 4.14 PRIME AGRICULTURAL

## 4.14.1 Definition

The Prime Agricultural designation identifies lands which are predominantly characterized by soils designated as Classes 1 to 3 in the Canada Land Inventory for Agricultural Capability, and/or additional areas where there is a local concentration of farms which exhibit characteristics of on-going agriculture. Prime Agricultural areas generally comprise a minimum contiguous area of 250 or more hectares. The Municipality intends that these lands will be protected and preserved for long-term use for agriculture. In addition, these lands exhibit an historic pattern/importance for agricultural production in the region and City Council intends to ensure, through this designation, that there are adequate lands available for the continuation and prosperity of local Agriculture.

Permitted uses in lands designated as Prime Agricultural shall be agricultural uses, agriculture-related uses, and on-farm diversified uses as defined by the PPS.

MMAH Mod #10 March 16, 2018

A farm dwelling incidental to an agricultural use as identified in the Zoning Bylaw and PPS and located on the same lot shall be permitted.

## 4.14.2 Prime Agricultural Goals

In addition to all those goals found in the Rural Area (R.A.) designation Section, further major goals of the Official Plan with respect to Prime Agricultural are:

**1.** To identify and protect lands which have a high capability for agriculture within areas identified by the Canada Land Inventory as Class 1, 2, and 3 soils for agriculture, and in particular large tracts of these lands.

**2.** To maintain the dominance of agriculture and agriculture related activities as land uses in areas of the Municipality with a high capability for agriculture where they are considered appropriate for long term agricultural preservation.

**3.** To prevent any sterilization of agriculturally productive land by a competing or conflicting use.

4. To ensure that farm parcels remain large enough to be useful for agricultural purposes in the long term.

5. To prevent non-agricultural uses from locating in the Prime Agricultural areas and to encourage these uses in other appropriate designations.

6. To consider the impacts on agriculture and the agriculture community as the primary guidelines in evaluating development proposals.

7. Encourage the retention of farms in large units in order to maintain economic farm units.

### 4.14.3 Prime Agricultural Policies

In order to achieve the subject goals, it will be the intention of the City to:

MMAH Mod #11 March 16, 2018

1. Ensure that all new farm and non-farm development shall comply with the Minimum Distance Separation I (MDSI) and Minimum Distance Separation II (MDSII), as may be amended from time to time, and as applicable. In cases where minor non-compliance with the MDS determined distances are estimated, proposals for mitigation/flexibility option strategies may be considered by the Municipality. An MDS I setback is required for a proposed lot with an existing dwelling when prior to the consent, that dwelling is located on the same lot as an existing livestock facility or anaerobic digester and after the consent, the dwelling would be on a separate lot. Where the existing dwelling to be severed and the nearby livestock facility or anaerobic digester are located on separate lots prior to the consent, an MDS I setback will also be required. Where a new lot is proposed with an existing dwelling and an existing livestock facility or anaerobic digester on it, an MDS I setback is not required for that livestock facility or anaerobic digester.

MMAH Mod #11 March 16, 2018

2. Evaluate and be satisfied that any Amendment(s) to permit limited non-residential uses within the Prime Agricultural designation is required and in the interest of the community, and, that the proposed use cannot reasonably be located on lands outside the Prime Agricultural designation. If lands are not available outside of the Prime Agricultural designation, lands having a lower agricultural capability must first be considered. Non-agricultural uses shall be permitted only when there is an identified need within the planning horizon for additional land to be designated to accommodate the proposed use. Where non-residential uses are located within Prime Agricultural designations, this will not constitute a land use designation change, but will be identified by a site-specific exemption, and will retain a Prime Agricultural designation.

In Prime Agricultural areas, agricultural uses and normal farm practices will be promoted and protected, and proposed amendments/uses which are deemed to be contrary to this position shall generally be discouraged.

MMAH Mod #11 March 16, 2018

**3.** Recognize that within the Prime Agricultural designation, there may be small pockets of land which are only marginally productive or of a lower potential for agriculture due to their size, shape, topography, soil, class, drainage or other characteristics. These limitations shall not, however, constitute sole and absolute justification for an Official Plan Amendment to a non-agricultural related designation. The use of such pockets for activities permitted in the Prime Agricultural designation under Section 2.3.6.1 of the PPS, such as agriculture-related uses, shall be encouraged.

MMAH Mod #11 March 16, 2018

**4.** Discourage lot creation except for agricultural uses, agriculture-related uses, a residence surplus to a farming operation or farm related residence, or infrastructure in accordance with the conditions established in the following sections.

**5.** Ensure that any applications to sever property for agricultural purposed does not result in a significant reduction in farm operating efficiencies. Such new lots for agricultural uses shall be of a size appropriate to the type of agriculture common in the area and to allow flexibility for future changes to the type of agricultural operation and shall meet all applicable zoning standards. 40 hectares shall be generally considered as a reasonable benchmark size for such new lots, without subsequent amendment to this Plan.

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**6.** Proposed agricultural-related uses shall be compatible with and shall not hinder surrounding agricultural operations. Also, retained lots shall typically have an equally equivalent or larger lot size, as per the City's Zoning Bylaw standards**.**

**7.** Prohibit residential severances for the purpose of providing dwellings for farm help. Residential buildings for farm help will be recognized as an accessory use to an agricultural operation by the Zoning By-law

MMAH Mod #11 March 16, 2018

**8.** Not permit the creation of new residential lots in prime agricultural areas except in the case of a residence surplus to a farming operation as a result of farm consolidation, and with an amendment to the Comprehensive Zoning By-law. The appropriateness of such amendments requires that:

**a)** the lot will be limited to a minimum size needed to accommodate appropriate sewage and water services; and

**b)** the Municipality ensures that new residential dwellings are prohibited on any remnant parcel of farmland resultant from the severance;

**i)** The site abuts upon an improved public road and access will not unduly interfere with traffic flow;
**ii)** A potable water supply is available and site conditions are suitable for sewage disposal;
**iii)** The criteria of the Minimum Distance Separation formulae respecting land use separation distances are satisfied;
**iv)** No previous non-farm severance has been granted for the landholding and the severance will not constitute or perpetuate ribbon development;
**v)** The area is not considered suitable for future urban expansion;
**vi)** The criteria and conditions for severance approval of this Plan are met; vii) The site is not in proximity to a major pit or quarry.

Such new residential lots shall be limited to the minimum size required to accommodate dwelling and private sewage and water services and in general shall not be more than 1 hectare in area, except where site specific factors such as the setback of an existing dwelling from the adjacent public road require the creation of a larger lot.

**9.** Permit extraction of mineral aggregate resources in prime agricultural areas provided that the site will be rehabilitated back to an agricultural condition in accordance with the Provincial Policy Statement Section 2.5.4. Further policies pertaining to Mineral Aggregate Resources are located in Section 4.9 of this plan.

# 5.0 HOUSING

## 5.1 Introduction

It is one of the principal functions of any level of Government to ensure that adequate housing (quantity and quality) is provided to meet the diverse needs and demands of the population and that suitable residential living environments are provided and maintained. Housing represents the predominant land use in almost any municipality and is of concern to the entire population. Housing constitutes an important component of the local economy and represents a major factor in the attraction of new economic development to the Municipality.

## 5.2 Housing Goals

The major goals of the Official Plan with respect to housing are to:

**1.** Satisfy the diverse housing needs of the various income groups and lifestyles within the population and provide a reasonable choice of housing type, density, location and tenure and with reference to the City of Cornwall Ten Year Housing Plan (January, 2014).

**2.** Increase the stock of housing that is affordable to low and moderate income households and reduce the percentage of households in core housing need.

**3.** Encourage attractive, well-designed, climate resilient, sustainable and innovative residential subdivisions and housing projects demonstrating strong architectural design and sense of place.

**4.** Ensure that all residential development is suitably located and designed.

**5.** Ensure that future medium and high density housing projects are developed at a high standard of site development and design, and reflect the projected increase in demand for medium and high density, and accessible housing.

**6.** Encourage the conservation and rehabilitation of structurally sound older housing stock and protect and upgrade older, stable residential neighbourhoods.

7. Prevent the wholesale or indiscriminate redevelopment of older neighbourhoods and achieve a balance between conservation and redevelopment.

8. Make use of Government housing programs wherever appropriate.

9. Endeavour to maintain/achieve a ten (10) year supply of land for Residential development. In addition, a three (3) year supply of draft approved lots should be maintained/achieved.

10. Support and promote residential development intensification to increase density and enhance the compact urban form.

11. Implement a 'housing first' approach to addressing issues of homelessness whereby those experiencing homelessness are rapidly relocated without preconditions into stable and long-term housing with supports, as opposed to emergency or crisis shelters.

## 5.3 Housing Policies

In order to achieve these housing goals, it will be the intention of the City to:

1. Continue to use the Ten Year Housing Plan (January, 2014) Housing as a basic (policy) guidance tool. Track an inventory and appraisal of housing starts, needs, conditions and trends preferably on an annual basis. Also, as part of any residential development based application/approval, the Municipality shall consider any relevant aspects of the Ten Year Housing Plan as a part of the applicable analysis.

2. Encourage more housing projects in or immediately adjacent to the Downtown and Le Village Business Districts

3. Identify appropriate locations and phasing for intensification and redevelopment of residential growth to ensure that at least 20% of growth occurs within built up areas.

4. Consider housing projects in proximity to the St. Lawrence waterfront and use the approved Cornwall Waterfront Plan for identifying possible locations and development criteria.

5. Site development guidelines for medium and high density housing projects shall be used in the site plan review process, to be available to prospective developers contemplating multiple housing projects.

**6.** Explore the use of bonus zoning and other innovative methods as a means of encouraging affordable housing for Downtown and Le Village Business District housing projects.

**7.** Utilize secondary planning studies or concept development plans for new development areas with priority given to areas under greater development pressure.

**8.** In addition to traditional forms of housing, encourage innovative housing projects such as zero lot line, smaller lot or frontage single detached housing, atrium or court garden housing, "convertible" dwellings, accessory apartments (secondary suites), various forms of attached housing, cluster developments, solar oriented subdivisions and redevelopment projects, mixed use developments and housing that is accessible for people with special needs. Consider appropriate zoning regulations for such developments. Also consider the conversion of non-residential buildings into residential uses where appropriate and feasible and where in the opinion of the City it would represent an innovative and suitable use of land.

**9.** Encourage sufficient affordable housing to meet the needs of low and moderate income families. Where affordable housing is provided as social housing, such housing shall not be overly concentrated in any one area and shall be located convenient to schools, transit, shopping, parks, day care centres and other appropriate facilities.

**10.** Maintain the existing stock of affordable housing units

**11.** Look for ways to provide, or support provision of additional affordable housing. To eliminate core housing need and address other housing needs varied types of affordable housing, as may be defined / identified in Section 1.4. Housing and Section 6.0 Definitions of the Provincial Policy Statement (PPS) and the City's Ten Year Housing Plan with a target of up to 20% of the total housing stock should be developed as affordable.

**12.** Encourage sufficient senior citizen housing projects and ensure that such housing is conveniently and appropriately located with respect to public transit, shopping, health facilities, other community facilities and services, pedestrian facilities, parks and open space preferences of the residents.

**13.** Encourage the development of accessory apartments (second units/suites) as a way to increase the supply of affordable housing and meet the intensification targets, as per applicable reference(s) in The Strong Communities through Affordable Housing Act, 2011.

**14.** Utilize appropriate Government programs which would help meet identified needs for affordable housing and encourage self-help projects such as housing co-operatives. Monitor the types of demands for housing of low to moderate income families and special needs groups, and determine how best to provide for innovative (infilling) residential projects, particularly in older, inner-city neighbourhoods in need of rehabilitation.

**15.** Use the policies and criteria of this Official Plan in assessing subdivision proposals.

**16.** Ensure that well designed residential subdivisions are developed consistent with contemporary planning principles. In particular:

**a)** Continue to use, publish and review the comprehensive subdivision design manual to assist prospective developers;

**b)** encourage the development of complete neighbourhood units. Where this is not possible, require the preparation of a neighbourhood outline plan indicating how the proposed subdivision will relate to the larger neighbourhood pattern;

**c)** encourage joint subdivision schemes between adjacent owners;

**d)** require developers to undertake detailed analysis of site constraints and opportunities prior to submitting a subdivision proposal, in accordance with Chapter 14;

**e)** consider subdivision and/or housing design competition tenders for City owned land;

**f)** encourage innovative subdivision designs such as solar oriented subdivisions, cluster designs, zero lot line and staggering of setbacks;

**g)** encourage plans of subdivision which:

**i)** provide a suitable mix of housing types and reserve parcels for institutional uses;

**ii)** arrange higher density uses at the periphery of neighbourhoods in order to prevent vehicular penetration through the interior of the neighbourhood and also at community focal points;

**iii)** are designed with regard to accepted urban design practices / standards;

**iv)** improve accessibility for all people and permit accessory apartments;
**v)** utilize a transition of densities concept (e.g. apartments, town housing, single detached);
**vi)** provide a variety of lot sizes;
**vii)** minimize excessively long local streets, blocks and lots;
**viii)** are based upon a logical hierarchy of streets;
**ix)** provide safe and sufficient access points and intersections;

**x)** encourage developers to consider single-loaded streets adjacent to arterials or other alternatives to reverse frontage lots, in order to improve the functionality and aesthetics of new subdivisions along major roadways.
**xi)** make provision for extension of streets into adjacent areas which are suitable for development;
**xii)** minimize the overall percentage of land devoted to streets;
**xiii)** provide suitable buffers adjacent to major streets, railway lines or incompatible land uses;
**xiv)** minimize walking distance to adjacent areas, parks, schools, bus stops, shopping and other community facilities through the provision of appropriate walkways;
**xv)** encourage the use of public transit through compact development and minimization of circuitous (indirect) streets;
**xvi)** provide centrally located and useable park sites of suitable size and dimensions;
**xvii)** provide continuous park and walkway systems;
**xviii)** take natural drainage and contours into account and retain as much of the existing tree cover, drainage courses and other natural features as is possible;
**xix)** place utilities underground;
**xx)** encourage active transportation;
**xxi)** promote efficient development patterns which are financially sustainable for the municipality, and which promote cost-effective development patterns and standards to minimize land consumption and servicing costs;
**xxii)** promote land use patterns that conserve biodiversity, consider the impacts of climate change, and promote energy efficiency;
**xxiii)** are transit supportive.

**17.** Review applications for conversion of rental accommodation into condominium ownership on a case by case basis. In reviewing such applications, the City shall have regard for:

**a)** the current vacancy rate of rental accommodation at the time of application. As a general rule, the vacancy rate as defined by Canada Mortgage and Housing Corporation for both public and private initiated housing projects should not be less than three (3) per cent. Applications may be approved under conditions of lower vacancy rates if indications are that the rates will increase in the near future and other condominium conversion criteria are satisfied.

**b)** When an application has been made for condominium approval, all tenants shall be given notice by the developer, by registered mail, that the development is being considered for condominium approval. All existing tenants are to be given first right to purchase their units at a price no higher than that price for which the units are offered to the general public.

**c)** the existing market rents for the units proposed for conversion should be at or above the average market rent levels in the area, to prevent depletion of the availability of affordable rental stock.

**d)** a report (at the expense of the proponent) from an Ontario qualified professional engineer/architect detailing information on the maintenance and operating costs of the project in the past five years (or less if the building is not five years old), adequacy of existing services and utilities and drainage, as well as the existing condition of the building, any necessary repairs or improvements and corresponding cost estimates to comply with applicable Provincial and Municipal regulations. Any necessary repairs and improvements shall be completed as a necessary condition of draft approval.

**e)** The applicant shall provide, to all existing tenants at the date of the filing of an application, active, physical assistance, for a period of three years from the date of draft approval, to each tenant who must relocate as a result of the conversion in finding alternate comparable accommodation, mutually agreed upon between the applicant, and each such tenant, and pay the moving costs of each such tenant to other comparable or better accommodations within the City of Cornwall.

**f)** opportunity given to tenants to rent beyond the expiry of their lease;

**g)** 75% of tenants have signed a document agreeing to the conversion;

**h)** notice and first opportunity for existing tenants to purchase their units at a price no higher than what is to be offered to the general public in accordance with provincial regulations.

**i)** disposition or use of common elements of the building and on-site features such as parking, access, landscaping and amenity space;

**j)** comments from Municipal departments;

**k)** other factors pertinent to the application and other criteria as may be legislated by the Province;

**l)** Parkland dedication may be required where additional units are added as part of the conversion or where parkland was not previously dedicated.

**18.** Continue to study and designate older established neighbourhoods as improvement areas taking into account factors such as (but not limited to):

**a)** existing land use and land use trends;

**b)** the soundness and state of repair of housing stock;

**c)** the income of residents in the area relative to the City average;

**d)** the neighbourhood level of social and community facilities;

**e)** the physical condition of the neighbourhood (streets, utilities, sidewalks, parks, etc.);

**f)** neighbourhood demographics;

**g)** the area's suitability for extensive redevelopment and the potential to reserve a substantial amount for family housing.

**19.** Where available, continue to use government programs to encourage the rehabilitation of the existing housing stock. Actively publicize the availability of such programs to the public.

**20.** Implement a 'housing first' approach to address homelessness by:

**a)** ensuring the Zoning By-Law includes permissions for a wide range of housing typologies including transitional housing typologies;

**b)** Working with housing authorities and funders to support the creation of more transitional housing units to satisfy current and projected needs;

**c)** Identifying and using public real property assets that can be repurposed or adapted for use as transitional housing, community housing, deeply affordable housing, and affordable housing;

**d)** Working with the development industry to encourage the incorporation of community housing, deeply affordable housing, and affordable housing into new housing developments; and,

**e)** Restricting instances where congregant shelters are permitted.

# 6.0 PARKS AND RECREATION

## 6.1 Introduction

The Official Plan views recreation as an essential part of the quality of life and of living in a city. Recreation embraces a broad range of individual and group related activities ranging from the more "active" physical pursuits such as jogging, skiing, tennis, hockey, swimming, etc. to the more “passive" activities including scenic viewing, relaxing, picnicking, nature study, people watching, listening to a concert, etc. A good parks and recreation system is considered to be one that provides the opportunities to undertake a variety of recreation and leisure activities satisfying the needs of all age groups and diverse lifestyles. With increased emphasis now being placed upon healthy active lifestyles and the connection between recreation opportunities and the mental and physical health of individuals and communities, it is necessary to view parks and recreation policies as an essential component of any Official Plan. Of particular emphasis will be adapting the parks and recreation system to the changing demographics of the community.

## 6.2 Parks and Recreation Goals

The major goals of the Official Plan with respect to parks and recreation are to:

**1.** Provide long range recreation planning guidelines, recognizing the changing (aging) population.

**2.** Generally maintain on average 6 hectares of parkland per 1000 residents.

**3.** Generally provide parkland within an average 800 metres of residences.

**4.** Develop comprehensive parks and an open space system which provides sufficient recreational needs and are accessible to the entire population.

**5.** Refer to the parks classification system in the provision and development of public parkland and such system, as identified in Table 6.1, can be revised on a minor basis, from time to time, (i.e. during Plan consolidations) without recourse to an Amendment to this Plan.

**6.** Strive towards an accessible and equitable distribution of parks throughout the City and overcome parks and recreation facility deficiencies wherever possible.

7. Improve the recreation potential and aesthetic qualities of City parks.

8. Promote the concept of a continuous or linked public open space system.

9. Recognize and develop the St. Lawrence waterfront and Raisin River valley system as major public recreational resources.

10. Encourage greater use of City parks during all seasons and promote family participation in recreational activities.

11. Recognize unique opportunities to provide recreation.

12. Ensure that all future park sites to be acquired or dedicated are suitable and appropriately located.

13. Promote the joint and multi-use of parks and related facilities.

14. Provide for public participation in the recreational planning process.

## 6.3 Parks and Recreation Policies

In order to achieve these parks and recreation planning goals, it will be the intention of the City to:

1. Design, establish, and maintain parks according to their function within the city, according to the hierarchy of:

   **a)** city-wide parks;

   **b)** community parks;

   **c)** neighbourhood parks;

   **d)** local parks, and

   **e)** special parks.

   **Table 6.1**, which outlines more detailed planning standards related to these park levels, shall be used as a general planning guide in the provision and development of public parkland. It is not the intention of the Official Plan to interpret Table 6.1 in a rigid or prescriptive manner and some flexibility should be allowed in terms of park standards, the type of facilities to be developed in any park level or site and the distribution of parks.

**2.** Use the detailed Cornwall Recreation Master Plan 2020 (September 2009) to guide specific proposals and programs on improvements to existing parks, new park acquisitions, new recreation facilities, recreation programs, boulevard planting, priorities and financing.

**3.** Undertake recreation user demand and activity studies on a periodic basis to be used for parks and recreation planning purposes.

**4.** Provide sufficient parkland for the existing and future population of the City of Cornwall at a rate of 6 hectares per 1000 persons, using the means available to the City such as:

**a)** parkland conveyance or cash-in-lieu in accordance with the Planning Act;

**b)** outright purchase;

**c)** leasing of land;

**d)** options and installment buying;

**e)** land exchanges;

**f)** tax delinquent properties;

**g)** donations or gifts;

**h)** acquisition of development rights and easements;

**i)** neighbourhood self-help programs.

**5.** Place priority upon:

**a)** continuing to use Optimist Park as a community level park with appropriate recreation facilities. Explore the possibility of expanding Optimist Park to the east and using the Cedar Rapids Power corridor to the north for related recreation;

**b)** maintaining Guindon Park in its "natural" or wooded state, while recognizing that opportunities exist in both local and tourist-based recreation;

**c)** maintaining Lamoureux Park as a major city-wide and downtown park with facilities that will reinforce the Civic Complex, support the downtown and attract tourism to the City. Consider Lamoureux Park as a "showplace" facility and consider facilities that will reinforce that function;

**d)** the acquisition of waterfront land to be used for improving public access, recreation purposes or tourism development;

**e)** the acquisition and development of community and neighbourhood level parks in areas which exhibit deficiencies; and

**f)** land acquisitions which will serve to create a more continuous or linked open space system.

**6.** Require parkland dedication or cash-in-lieu for new subdivisions in accordance with the provisions of the Planning Act.

**a)** The monies granted through cash-in-lieu shall be applied to a special parkland account to be used in the acquisition or improvement of public parkland.

**b)** As an alternative to accepting parkland, the City may accept cash-in-lieu of land with payment based upon the property market value and without limiting its application, cash-in-lieu of parkland may be used:

**i)** where the parcel to be conveyed is too small or of an inappropriate shape to be properly used as a park;

**ii)** when adequate accessible parkland is already available or is being offered elsewhere in the neighbourhood and can be used to serve the subject area;

**iii)** where no suitable park site can be found in the neighbourhood;

**iv)** where it would be more appropriate to accept cash-in-lieu to expand an existing park or acquire another park site in the vicinity that may serve the subject area.

**c)** The parkland conveyance or cash-in-lieu requirement may be used as a condition in the approval of residential severances.

**d)** The City shall enter into development agreements to ensure that parkland conveyed to the City is satisfactory and suitable for recreation use.

**e)** The City may also enter into development agreements stipulating that the developer shall be partially or fully responsible for developing neighbourhood parkland in accordance with City design standards.

**f)** The City may choose to enter into development agreements that reduce the amount of cash-in-lieu of parkland requirements for proponents who meet sustainability criteria as per Chapter 13.

**7.** Wherever possible, encourage the creation of a continuous, linked open space system utilizing linear parks in addition to more traditional block shaped parks.

**a)** The City shall encourage continuous, linked park and open space systems in new subdivisions.

**b)** The City shall strive towards a continuous park system along the waterfront and shall investigate the feasibility of developing continuous parkland between Guindon Park and the Gray's Creek Conservation Area.

**c)** The City shall investigate the potential use of utility corridors or abandoned railway rights-of-way, or lands adjacent to flood plains or drainage courses, or similar features as linear park or trail facilities.

**8.** Select all future park sites and evaluate all park conveyances on the basis of the potential suitability for recreational use having regard for factors such as:

**a)** the relative need for parkland in the area;

**b)** the size, shape and dimensions of the site;

**c)** the potential of the site to support a variety of recreational activities including passive as well as active use;

**d)** the relative centrality of the site to its intended service area;

**e)** the existing use of the site and the potential problems of relocation or dislocation, if any;

**f)** the relative accessibility of the site with respect to streets, public transit, pedestrian facilities and bicycle paths;

**g)** the compatibility with adjacent uses and facilities;

**h)** the existence of unique site features including tree cover and vegetation, topographic variations, views and vistas, watercourses, landforms, and similar features;

**i)** the drainage and suitability of soils on the site;

**j)** the prominence and visibility of the site;

**k)** the opportunities for joint and multi-use taking into account the relationship to adjacent uses;

**l)** the relative ease, cost and timing of site acquisition;

**m)** the cultural heritage value or interest of the site;

**n)** the effects of micro climate (such as sun, shade, winds) on the potential recreational use of the site;

**o)** the adequacy, number and length of site frontages (access from more than one street and connection to a community walkway system are normally desirable.

**9.** Continue to promote and develop a City-wide bikeway system in accordance with the Bicycle and Pedestrian Master Plan.

**10.** Seek the co-operation of the School Boards in developing more joint use of school and park facilities, recreational development of school yards and in increasing the community use of school facilities.

**11.** Consider and take advantage of unique opportunities to provide recreation such as:

**a)** the use of school yards and underutilized schools;

**b)** the use of vacant church or institutional lands;

**c)** the temporary use of empty lots that may be developed for other uses at a later point;

**d)** abandoned or unused railway corridors, road allowances, gravel pits and the old Cornwall canal;

**e)** multi-use of Hydro transmission corridor lands;

**f)** lands adjacent to a reservoir;

**g)** lands adjacent to stormwater management areas;

**h)** lands adjacent to drainage courses and swales;

**i)** waterfront lands, and lands adjacent to harbours and inlets;

**12.** Undertake appropriate site selection and feasibility studies before developing major recreation facilities.

**13.** Encourage public participation in the recreational planning process (e.g., neighbourhood advisory committees, citizen task force).

**TABLE 6.1 - PARKS PLANNING GUIDELINES**

| Park Type | Functions | Standards | Population | Locational Guidelines |
|---|---|---|---|---|
| **1. City – Wide Parks** | • Serves entire City providing opportunity for a variety of recreational activities not common in community or neighbourhood parks.<br>• Provides specialized facilities for use by a wide segment of the population, includes active and passive<br>• Often includes outdoor recreation activities such as golfing, cross-country skiing, boating and sailing, swimming, hiking, nature study, group picnicking, camping, trails, equestrian activities, etc.<br>• Includes large Conservation Parks as well as city parks such as Lamoureux, Guindon, etc.<br>• May contain major City-wide recreation and cultural facilities such as indoor sports centres, museums, and art galleries, bandshell and outdoor theatre, marina and aquarium, performing arts centre, historic and cultural centres.<br>• Sports fields confined to those of City-wide importance, e.g., senior baseball, cricket.<br>• Large part of site may be devoted to preservation of unique natural or historical areas.<br>• May contain recreation facilities catering to tourists. | • 2 hectares / 1000 persons<br>• Large size (8 hectares+) | • Serves entire City and immediate Region | • Large size<br>• Unique setting<br>• Site should contain features of unique interest (natural features and topography, tree cover, historic, scientific or educational significance)<br>• Potential to support a wide variety of recreational activities<br>• Potential for water based recreation is desirable<br>• Site should be highly accessible by arterial streets and public transit<br>• Potential for linking site to other parks, bikeways and walkways<br>• Consider site adjacent to other major public facilities |

**TABLE 6.1 - PARKS PLANNING GUIDELINES**

| Park Type | Functions | Standards | Population | Locational Guidelines |
|---|---|---|---|---|
| **2. Community Parks** | • Provides passive and active recreation facilities serving several neighborhoods, including opportunities for all age groups.<br>• Should provide a full range of sports facilities meeting the needs of the community such as senior baseball, football, soccer, track and field, tennis, court games, tobogganing area, swimming pool, bocce, lawn bowling, wading pool, hockey arena, horseshoe pitch, skating, etc.<br>• A multi-use community centre is highly desirable.<br>• Should contain a substantial "natural" or well landscaped area for passive activities including family picnicking.<br>• Should contain bermed areas for tobogganing and skiing.<br>• Could include gold pitch and putt facility.<br>• Active and passive recreation areas should be segregated. | • 1 hectare / 1000 persons<br>• 4 to 8 hectares in size<br>• 1 to 2 mile spacing distance | • 10,000-20,000 persons (2 to 4 neighborhoods ) | • Highly desirable to locate next to a major community facility - a high school, arena, major swimming pool, branch library, community centre or shopping centre<br>• Access to arterial or major collector street and public transit<br>• Site with topographic variety and tree cover is desirable<br>• Location central to population served<br>• Access to walkways, bikeways and linear park connections is highly desirable |
| **3. Neighbourhood Parks** | • Provides recreational facilities for the immediate neighbourhood.<br>• Often caters primarily to children but also contains some adult recreation facilities.<br>• Primarily active with some passive facilities (in older neighbourhood the proportion of passive activities is normally increased).<br>• May include junior sports fields, court game area, small ice rink, playground facilities, junior toboggan hill, open grassed area for running and active play, tennis courts, wading pool, small swimming pool, clubhouse.<br>• Passive treed area should be | • 1 hectare / 1000 persons<br>• ½ - ¾ mile Walking distance<br>• minimum size 1 to 4 hectares | • serves one neighbourhood or 2,000 - 10,000 persons | • Wherever possible should be located next to an elementary school to provide for joint or multi-use<br>• Site should generally be flat and well drained to accommodate active recreation but should have some tree cover and topographic variation<br>• Site should be located to be highly accessible to the pedestrian or cyclist, children should not have to cross busy streets to reach the park<br>• Site should be highly visible<br>• Access to a linear walkway system is |

**TABLE 6.1 - PARKS PLANNING GUIDELINES**

| Park Type | Functions | Standards | Population | Locational Guidelines |
|---|---|---|---|---|
| | located away from more intensive recreation.<br>• The precise type of facilities and passive mix should vary depending upon the characteristics of the neighbourhood. | | | desirable<br>• Centrally located in the neighbourhood or subdivision not near any major streets, main railway lines or other hazardous situations<br>• Access by more than one street with appropriate frontage is desirable<br>• Should be of a sufficient size to support active recreation; size can be reduced where the school grounds can be used for park space |
| **4. Local Parks (Tot-Lots and Passive Mini-Parks)** | • Tot-lot provides play facilities primarily for pre-school children<br>• Mini-Park provides small park for passive recreation. | • Take out of neighborhood allocation of 1 hectare / 1000 persons<br>• Smaller than 0.5 hectares in size | • Part of a neighborhood | • Should normally be included within the neighbourhood park or located in areas not well served by such parks<br>• Tot-lots should:<br>• be in or near multi-family housing projects.<br>• have good visibility for parental supervision.<br>• be protected from busy streets and hazards.<br>• Centres of Blocks could be considered for tot-lots.<br>• Passive mini-parks require well treed sites and drainage course areas may be considered.<br>• Also consider using residual boulevard spaces |
| **5. Special Parks** | | | | |
| **a) Linear Parks** | • Provides linkages to other parks and community facilities.<br>• May provide linear recreation - trails, bikeways, etc. | • In addition to normal park allocation of 4 hectares per 1000 persons | • Varies | • Consider valleyland, flood plains, drainage courses, buffer lands, Hydro lines, abandoned or unused railway lines, road allowances, swales, water-front, and walkways |

**TABLE 6.1 - PARKS PLANNING GUIDELINES**

| Park Type | Functions | Standards | Population | Locational Guidelines |
|---|---|---|---|---|
| **b) Special Use Parks** | • Provide single recreation function such as golf course, ski centre, botanical garden, marina, stadium, race track, camping | | • Normally serves entire City | • Good accessibility<br>• More desirable if located next to another park or recreational facility |
| **c) Business District Parks** | • Reinforces activities in the B.D.<br>• Mainly passive function such as relaxing, people watching, etc.<br>• Landscaping areas provide contrast and usual relief to "concrete" downtown.<br>• May be temporary or permanent.<br>• Requires appropriate use of landscaping and furnishings | | • B.D. users | • Locate close to or within areas of high pedestrian concentration and activity<br>• Consider use of vacant or underutilized sites<br>• Sites are normally small |

# 7.0 WATERFRONT PLANNING

## 7.1 Introduction

The Cornwall waterfront and in particular Lamoureux Park are highly valued by Cornwall citizens and should be recognised as one of Cornwall's biggest assets. A diverse set of land uses, constraints and potential opportunities are located along the St. Lawrence River waterfront. The waterfront has a special symbolic meaning to Cornwall providing a strong identity with the past. In fact, Cornwall's 'raison d'être' and evolution was due largely to its location and setting on the St. Lawrence River. In addition to its historic importance, the Cornwall waterfront is a major public resource for all the citizens of Cornwall.

The major thrust of the Official Plan is to continue to increase its public access, use and enjoyment of the Waterfront by further transforming it into more of a people place and community asset. The waterfront has become a significant recreational and tourism resource and waterfront development also serves to support adjacent districts such as the Downtown Business District and adjoining residential neighbourhoods. A great deal of progress has been made in recent years by the City in upgrading the quality, image and public accessibility of the waterfront (e.g., Civic Complex, Lamoureux and Guindon Parks). Yet the goal of a people-oriented waterfront can be further advanced. Continued progress towards achieving a vibrant people-oriented waterfront will require the support and co-operation of the many owners, public agencies, and private interests involved in the waterfront. In progressing forward, it is important to be cognisant of and celebrate / protect Cornwall's rich Waterfront history. The use of policies in Section 10.0 Cultural, Arts, and Built Heritage Resources can be used in the analysis of varied forms of development and/or park enhancement(s).

## 7.2 Waterfront Planning Goals

The major goals of the Official Plan with respect to the St. Lawrence waterfront are to:

**1.** Foster a beautiful and vibrant waterfront achieved through strategic enhancements and high-quality built form and urban design.

**2.** Improve public access, and increase the year-round use and enjoyment of the waterfront.

3. Maintain and enhance the continuous, open space system along the waterfront which links major park areas and allows the development of passive and active recreation areas and corridor recreation activities such as cycling, cross-country skiing, jogging and strolling.

4. Recognize the waterfront as a potential tourism resource and encourage appropriate tourist projects and facilities on suitable sites.

5. Increase the recreational use of the River within the City.

6. Continue to improve the visual image of the waterfront and encourage innovative development and design on or adjacent to the waterfront.

7. Ensure that waterfront development is compatible with, supportive of, and well-connected to adjacent districts.

8. Protect environmentally sensitive features and areas along the waterfront and direct development away from hazardous lands and natural hazards.

9. Prevent through the adopted Cornwall Sediment Management Strategy the disturbance of contaminated sediment in the river bed of the St. Lawrence.

10. Recognize the historic importance of the waterfront.

11. Protect potential Marine Archeological resources in the St. Lawrence River such as former historic docks and piers.

## 7.3 Waterfront Policies

In order to achieve these waterfront planning goals, it will be the intention of the City to:

1. Use the adopted Waterfront Plan as the principal document to guide development and redevelopment of the Waterfront as well as the basis for various action plans and Capital projects.

**2.** Give priority to further the acquisition of land along the waterfront especially where such property would increase public access or serve to create a more continuous open space system. Sites which offer significant visibility, views, vistas and other scenic amenity or recreation potential should also be given priority where direct acquisition is not possible, use easements, leases, development agreements, or other tools. In addition, as any ongoing Waterfront-based Federal land divestiture takes place, the Municipality should consider its' overall acquisition benefits for the community and integration in future comprehensive Waterfront Land Use Planning as may be articulated in the City's approved Waterfront Plan.

**3.** Ensure future developments along the waterfront provide for public access to the waterfront and to preserve significant waterfront views and vistas.

**4.** Develop specific design guidelines for future waterfront development with respect to such matters as relationship between the building and the waterfront, landscaping, preservation of views, provision of public access, siting and massing of buildings, high-quality exterior cladding materials, location and design of parking lots, use of innovative architectural design (e.g. terracing of buildings), and microclimate considerations.

**5**. Encourage the development of Guindon Park as a major outdoor recreation and tourism centre and investigate the feasibility of using the Hydro transmission lands east of Guindon Park for linear recreation activities, linking the park to the rest of the waterfront.

**6**. Explore alternative recreation and tourism uses for the old Cornwall canal between the Hydro Dam and the former Domtar Lands and examine potential reuse of lands along old Highway 2. Work actively with the appropriate agencies to find methods or means of stabilizing and maintaining the old Canal.

**7.** Continue to improve Lamoureux Park as a local recreation and tourism resource and as a “showplace" park.

**8.** Identify strategic locations and promote appropriate, high-quality development and redevelopment projects along the waterfront, recognizing that broad community interest in the area. Areas immediately adjacent to the river should be reserved and developed for public open space uses and waterfront recreation. Any development of these lands shall be functionally integrated with the Civic Complex.

9. Encourage the redevelopment of industrial lands and key select sites along the waterfront for residential, commercial, or other uses that are compatible with the public enjoyment of the waterfront.

10. Investigate and encourage appropriate tourist attractions along the waterfront such as, but not limited to, museums, art galleries, scenic outlooks, outdoor recreation uses, a theme park attraction (Guindon Park), boat tours and cruises, heritage restoration or reconstruction projects, interpretive centres, marinas and related facilities.

11. Examine ways of increasing the recreational use of the River.

12. Increase the connectivity of the waterfront to adjacent areas including through streetscaping, signage and other innovative methods with reference to the Centretown Streetscape Revitalization Strategy and Implementation Plan.

13. Further incorporate the new low level bridge into the plans for enhancing the waterfront.

14. Consider allocating a specific amount of funding in the City's Capital Budget to be used for waterfront improvement and property acquisition.

15. Encourage the preservation of natural shoreline vegetation to prevent shoreline erosion and to help promote a healthy environment. Furthermore, prioritize the planting of native species to enhance the shoreline.

16. Development and site alteration that disturbs the contaminated sediment in the St. Lawrence River bed should not be supported in accordance with the Cornwall Sediment Strategy.

17. Prohibit development and site alteration within Natural Hazards along the waterfront as shown on Schedule 1: Land Use. Natural Hazards not only include flood susceptible areas, but erosion and soil hazards as well. Site alterations and development along the waterfront requires pre-consultation with the Raisin Region Conservation Authority. Permits and approvals may be required from this agency.

# 8.0 ECONOMIC DEVELOPMENT

## 8.1 Introduction

The economy of Cornwall has undergone major transformations in the past several decades. The city has had significant success in adapting to the broader economic transitions that have been taking place in the province and globally. Many of the policies in this plan contribute to economic development including by ensuring land and infrastructure is available for development, promoting redevelopment of Brownfield sites, and protecting and enhancing quality of life factors through parks and recreation and other policies.

Additional focus in economic development include promoting tourism, supporting arts and culture, encouraging a sense of place, supporting vibrant downtown mainstreet areas, and supporting local food.

Tourism can result in substantial benefits for a municipality. This may include improvement to the local economy, the provision of more recreation and cultural facilities and greater impetus to preserve and upgrade heritage buildings.

Cornwall has the potential to capture a greater proportion of the overall tourist market. The City possesses the necessary infrastructure, location, and attractions, to support greater tourism development.

## 8.2 Economic Development Goals

Primary reference to the major goals of the Official Plan with respect to economic development in Cornwall are generally to:

1. Attract new industries and employers to the city.

2. Support expansion of arts and culture in Cornwall with reference to the Culturescape Plan for Cornwall and the Communities of Stormont, Dundas and Glengarry.

3. Enhance and preserve the visual ‘sense of place’ that makes Cornwall unique.

4. Support and enhance the vibrancy of the Downtown and Le Village areas.

5. Encourage opportunities to support local food production and consumption.

6. Attract a greater number of tourists, expand the tourist industry and increase the length of stay and per capita expenditures of tourists in the City of Cornwall.

7. Continue to improve and upgrade accommodation facilities in the City.

8. Improve the waterfront area for the benefit of tourists as well as local residents.

9. Minimize any adverse land use effects of tourism development.

10. Encourage tourism developments and attractions that will satisfy the previous goals.

11. More specific Economic Development based initiatives are articulated in the present version of the Cornwall Economic Development Strategic Plan (2006).

## 8.3 Economic Development Policies

In order to achieve these economic development goals, it will be the intention of the City to:

1. Ensure there is an adequate supply of appropriately designated and serviced land available to support growth in accordance with the policies of the Plan.

2. Support the development of a dedicated multidisciplinary arts facility/cultural centre to serve as a hub for arts and culture in Cornwall.

3. Enhance the key gateways / entrance points to the City using high quality signage, landscaping, and other appropriate design elements.

4. Support implementation of the culture plan, Building a Culturescape in Cornwall and the Communities of Stormont, Dundas and Glengarry.

5. Encourage a high degree of urban design for new development, and municipal improvements in accordance with Chapter 9, the Centretown Streetscape Revitalization Strategy and other urban design studies.

**6.** Preserve and enhance cultural heritage resources in accordance with Chapter 10.

**7.** Continue to support improvements to the downtown areas in accordance with Chapter 4 and 11 of this study.

**8.** Enhance public open spaces in the downtown areas.

**9.** Continue to develop and improve the waterfront areas and recreation facilities in accordance with Chapter 6 and Chapter 7.

**10.** Encourage high quality hotel accommodation in the City of Cornwall. Encourage more overnight camping facilities in the region, particularly where other tourist attractions will be supported.

**11.** Support the principle of concentrating tourist attractions and facilities into coherent groupings providing a variety of services in key locations and consider the area adjacent to the Civic Complex as a high priority area for tourist attractions.

**12.** Ensure that any tourist development is compatible with and appropriate to the area in which it is situated. Control adjacent land uses around tourist attractions and facilities in order to ensure compatibility.

**13.** Apply appropriate zoning and Site Plan Control By-laws to tourist development.

**14.** Take advantage of the Waterfront theme in future tourism development considering facilities such as a marine museum, a seaway boat tour, restoration of the Old Cornwall canal, a fisherman's wharf and increased boating along the River.

**15.** Continue to encourage or support community events, activities and festivals.

**16.** Investigate the feasibility of a year round Farmers' Market facility either as a single use or in combination with other uses.

**17.** Have regard for the following considerations when evaluating proposed tourist projects:

**a)** The economic benefit and spin-off to Cornwall;

**b)** The potential market and feasibility of the project;

**c)** Benefits for local residents;

**d)** Land use, environmental, transportation and servicing impacts;

**e)** City investment and infrastructure requirements;

**f)** Length of season;

**g)** Contribution to increasing the length of stay of tourists;

**h)** Locational suitability of the proposed development.

# 9.0 URBAN DESIGN

## 9.1 Introduction

Urban Design is concerned in part with designing buildings and the spaces between them; managing the built environment both new and existing; meeting the needs of the developers and the users of the urban environment; coordinating the various design disciplines to achieve a team approach to urban development; and, encouraging sustainability. Good urban design seeks to create a safe, functional and attractive built environment. Urban design can impact changes to the physical environment, by providing guidance on how to develop an improved urban environment and build community identity. Urban design measures also help to develop more liveable cities, where people want to gravitate to, and "live, work and play", through thoughtful and integrated urbanism. This Urban Design section is intended to identify expected "best practices" and following these guidelines will be encouraged and promoted during the development application phase.

## 9.2 Urban Design Goals

The major goals of the Official Plan with respect to urban design of the City are to:

1. **Provide an Accessible, Multi-Functional and Multi-Modal Streetscape Network.**

   Walkability represents a vital measure of assessing how successful a community will function now and into the future. Redevelopment and intensification in the city will need to take into account how to spatially arrange/form buildings and guide land uses. In addition, the growing role of the public realm, including streetscapes, will direct this interface with the wider public. With an aging demographic, these relationships have taken on new importance in creating a multi-modal network throughout the city.
   Along with ease of access the advancing walkability there should also be considerations made for the encouragement of a variety of modes of transportation which are sustainable and will also reduce the impacts of the automobile. It is, therefore, important that the city incorporates means for creating and expanding infrastructure that safety supports cycling in addition to pedestrian needs, while also encouraging the use of public transit.

## 2. Promote a Convenient and Connected Open Space Network

There are several environmental opportunities that can influence the character and development of the City of Cornwall, integrating a sustainable design approach as a key strategy. Providing a well-connected open space system, integrated into the existing community, and offering multiple outdoor recreational possibilities are integral for the development of the city. These spaces work to reinforce the active transportation network and build to create a healthier community.

## 3. Establish Built Form and Architecture that is compatible with existing conditions

It becomes important for a city like Cornwall, with a rich history and culture, to ensure that any development, redevelopment and intensification are responsive to the existing conditions. New and renewed/repurposed built form should be context sensitive to ensure that the City of Cornwall retains its unique sense of place. For example, building materials should be chosen for their functional and aesthetic quality, sustainability, ease of maintenance, long-term durability, and match with the cultural heritage of the overall community. Such is the case with the use of brick, stone and engineered stone as preferred types of cladding materials. Other materials, such as stucco, wood, metal, decorative concrete or glass for example may be considered based on design merit and possibly when used in combination with such preferred materials. Establishing appropriate built form and architecture can be achieved in many ways. Building heights, for example, should have a smooth transition to adjacent existing built form, in turn protecting the existing stable neighbourhood. Development, redevelopment and intensification through the provision of a mix of densities, and encouraging higher density close to major street intersections, can be achieved through moderately scaled building varying in height. This built form scale responds well to the existing built fabric as well as local market demands. It also promotes liveability through pedestrian scaled development. In addition, an effective design practice is to use the same or compatible detail and design consideration on all sides of the building. Materials should turn corners to extend beyond the façade. Avoid exposed edges that may cause a jarring material change and artificial appearance**.**

## 4. Strengthen Cornwall's Identity and Sense of Place

A clearly unique urban design opportunity presence is a formal strategy to promote an identity and a distinctive sense of place for a community. There are a number of elements within the city scape which begin to create distinct markers and gateways into the City. Architecture, public art and landscape architectural features can help foster gateway features and reinforce a heightened sense of place upon the edges and throughout the City.

### 5. Create Healthy Communities and Sustainability through Urban Design

Today the idea of building and designing cities is intrinsically tied to the idea of creating healthy and sustainable communities. Beyond public health measures, engineering standards, air and water quality and Brownfield mitigation, the concept of healthy communities is now directly tied to the way we envision, design and construct urban spaces and how we relate to these spaces. Therefore it is important for urban design measures to constantly be taken into account as a means to change how we experience the city, to reduce adverse impacts and promote a healthier way of life.

Technology will also play an important role in promoting and evolving sustainable design practices. All efforts should be made to study and update measures for sustainable urban design practices within the Official Plan. For example, site designs that conserve energy will be encouraged. Energy conservation will be analyzed at the development application stage and during the preparation of building and site designs. Buildings should preferably be designed, oriented, constructed and landscaped to minimize interior heat loss and to capture and retain solar heat energy in the winter and to minimize solar heat penetration in the summer. The use of natural materials, particularly masonry, in the construction of buildings is strongly encouraged both as structural elements due to their thermal mass properties and as exterior facing for buildings due to their environmental sustainability. The use of green roof and/or solar collector technology and techniques is also encouraged to be considered.

### 6. Develop Regional Gateways and Entries

Gateways present a remarkable opportunity to announce and heighten the sense of place and arrival into the City of Cornwall. These areas need to be identified strategically in order for travelers to acknowledge their arrival, navigate, and experience a sense of place. Entry points from the highway and major entry roads should be prioritized to receive treatment.

### 7. Apply Such Urban Design Principles through Rigorous/Consistent Site Plan Control Processes

The Municipality shall employ a Comprehensive Site Plan Control methodology to ensure proper Urban Design philosophies/strategies are implemented in an equitable approach.

### 8. Encourage the use of Urban Design techniques to assist in mitigation and/or adaptation of any measured climate change issues.

## 9.3 Urban Design Policies

In order to achieve these goals, it will be the intention of the City to utilize several policies, which are identified within specified categories of land use type and /or Specialty Areas, for example.

The major policies of the Official Plan with respect to Urban Design of the City are to:

### 9.3.1 Residential Areas

The development of a visually appealing city is dependent upon variety and diversity within the residential fabric. The diversity is important not only from a visual perspective but also to provide a range of housing types to sustain a vibrant city. To achieve such balance in full spectrums of residential densities, use of tolls such as Site Plan Control is encouraged.

#### 1. Plans of Subdivision

Consider the visual impact of a development in the re-zoning, site plan or subdivision approval process. Wherever appropriate, require the applicant to submit information on the visual aspect of the development such as building elevations and perspectives, scale models, sketches, photographs of similar development projects, drawings or other suitable graphics.
Encourage subdivision and design layouts which avoid a monotonous appearance through such techniques as:

**i)** Permeable and accessible road fabric;

**ii)** Continuous walkway and open space systems;

**iii)** Designs sensitive to contours and views;

**iv)** Preservation of existing tree cover and natural features;

**v)** Diversity in housing types and models;

**vi)** Diversity in lot widths and depths;

**vii)** Buildings should address the streetscape or adjacent public spaces;

**viii)** Garages should not become the dominant feature of the main façade and should be consistent in style;

**ix)** Preventing monotonous rows of dwellings through the use of staggered setbacks, landscaping, and diverse colour schemes, architectural styles or features and limiting the number of units in a row house building;

**2. Infill Areas**

**i)** Development in existing neighbourhoods and/or existing streets should have regard for setbacks and built form of adjacent existing development;

**ii)** Medium density buildings such as townhomes should be located in between low density and high density residential uses to act as transition;

**iii)** Where mid or high rise buildings are proposed, the tallest buildings should be located furthest away from any adjacent pre-existing low density neighbourhoods to mitigate shadow impacts;

**iv)** Underground parking should be considered, surface parking is to be kept at a minimum;

**v)** Building materials should be encouraged to be chosen in part based on such attributes as their aesthetic appeal, durability, climate resilience and sound attenuation properties.

**3. Built Form and Landscape Treatment**

**i)** Compatibility in height and massing of adjacent dwelling units is required. Abrupt variations in height should be avoided.

**ii)** Townhome blocks may vary in size from 3 to 8 units depending on the site. Where possible, block size variations should be provided along any given streetscape.

**iii)** Variation in height within a townhome block is encouraged. For example, if 2-storey end units are proposed, the interior dwelling units could be 3 storeys high to create an attractive built form.

**iv)** Where mid-rise and high-rise residential built form is proposed, a 2 storey podium built form is encouraged which can accommodate townhome residential uses or commercial uses, where mixed-use sites are envisioned. Built form massing above 2 floors should be stepped back from the primary façade by a minimum of 3 metres. Considerations should be made to accommodate residential or amenity use terraces, in which case a deeper step back is recommended.

**v)** The massing of townhome blocks should be compatible with adjacent neighbourhood buildings.

### 9.3.2 Commercial Areas

Design objectives for Commercial Areas are primarily aimed at minimizing their negative impact on adjacent sensitive land uses and the public realm. The various components of these areas should be designed and configured to provide an attractive edge to the street and a positive visual presence within the community.

**i)** The site layout shall provide clear and distinct separation of vehicular and pedestrian traffic;

**ii)** Where internal common open spaces or plazas are provided, buildings should define the edges;

**iii)** Attractively delineated outdoor seating areas at the front or side of the building adjacent to the public sidewalk are encouraged, provided public usability and ability for proper Public Works maintenance of such adjacent space is respected.

**iv)** As a safety and comfort measure, patios should be located away from stacking lanes and any place where vehicular idling is expected, and also from service, loading and garbage areas.

**v)** Buildings should generally apply a consistent front yard setback. Variations in setbacks may be used to incorporate opportunities for public open space, mid-block pedestrian walkways and/or main entranceways.

**vi)** Where exterior amenity spaces, such as outdoor seating areas, are located between the building and the street, building setbacks can be increased to accommodate these areas.

**vii)** Consideration should be made for parking structures, or parking below grade, as an alternative means of parking that allows for compact development.

**viii)** Where possible, the integration of podium built form with active uses, to line parking structures and creation of an active public façade at the streetscape, is encouraged.

**ix)** Parking should be provided adjacent to the secondary entrance door to the facility so that customers arriving by car do not have to cross driveways or stacking lanes to enter the facility.

### Built Form and Landscape Treatment

**i)** A majority of a building's frontage should be built to the applicable set-back line. The remaining portion of the building frontage should consider a sufficient setback to accommodate entrances, bicycle parking, or outdoor marketing areas such as cafe seating or display areas.

**ii)** Building massing and detailing at retail unit entrances should be designed to emphasize the entry. This can include but is not limited to increased height, use of architectural projections, change in the roofline, or material changes to increase transparency. Street facing façades should have the highest design quality. Materials used for the front façade should be carried around the building where any façades are exposed to the neighbouring/public view at the side or rear.

**iii)** Building massing at corner units shall be highlighted through height and scale, and the use of glazing as a material to activate the public realm.

**iv)** Commercial ground floors should be scaled for appropriate retail transparency and configured for flexibility. Heights should be of a magnitude, which facilitates flexibility of use.

**v)** Where mixed-use commercial is proposed, and the built form is taller than 3 storeys, a base built form of 1 to 2 storeys should be designed. All upper floors should have a degree of setback from the principal façade.

**vi)** Further to item xi) in this listing, high design quality can include the use of an array of natural building materials such as brick, stone and architectural block masonry as examples.

## 9.3.3 Employment Areas

The employment area guidelines include a series of general site planning guidelines. Where appropriate, some specific site planning guidance is provided for the different types of employment areas, such as stand-alone office buildings and light/ heavy industrial operations.

**i)** Buildings shall be sited, designed and organized in such a manner that over a cumulative period of time, all new development appears and functions as an integrated extension of all other adjacent employment development.

**ii)** Locate office uses to face the most important streets, while the industrial uses of the same building can be located at the rear.

**iii)** Locate any associated show rooms, presentation and sales pavilions, and retail components to face streets, to add interest and vitality to the streetscape.

**iv)** Locate amenity or commercial uses, such as kitchens, cafeterias, or sandwich shops, at grade, facing public space, preferably public streets or natural features.

**v)** Outdoor storage and tanks should be located to rear of site

**vi)** Areas such as gateways, landmark locations, highways, cross roads, and nodes of land use intensity, are opportunities for special treatments including enhanced and contextually unique urban design, architecture and landscape.

**vii)** Special opportunities exist at gateways to create a sense of arrival or entry and reinforce the image of the employment lands. Because of their prominent locations, these sites are recognizable landmarks and community-orienting focal points.

**viii)** Provide identifiable architectural features for buildings at gateways or landmarks, such as towers, enhanced elevation treatment, unique massing of roof lines, a multi-storey presence, or other prominent architectural forms.

**ix)** Design buildings to support the overall image of the employment areas at gateway or landmark sites. For example, taller office built form addressing highway interchanges helps identify an area as employment lands.

**x)** Design sites to create year-round interest and an attractive night time appearance.

**xi)** Relate development on all adjacent corners or sites, as appropriate, through coordinating setbacks, massing, heights and landscaping.

**xii)** Encourage buildings with compatible architectural styles, elements and details.

**xiii)** Provide public identity elements at key locations, such as in close proximity to entry and exit ramps of highways, as they help create a gateway into employment lands.

**xiv)** Consider incorporating sustainable features such as stormwater management ponds, and locate them at the front setback along the public street to activate the streetscape in a unique manner.

**xv)** Setbacks of industrial employment lands from adjacent residential properties should be considerable and shall be appropriately screened through the use of landscaping.

**xvi)** Ensure that service areas have adequate space for manoeuvring and allow for efficient operation. Vehicle movements in and around service areas should not conflict with adjacent parking areas.

**xvii)** As heavy duty vehicular movement is expected for industrial employment lands, appropriate landscape buffers between parking areas and adjacent uses is important.

**xviii)** Encourage visitor parking that is easily accessible to the main entrance.

**Built Form and Landscape Treatment**

**i)** On all lands adjacent to arterial and collector roads, an effective level of built frontage shall be considered for the property.

**ii)** On all lands adjacent to local roads, an effective level of built frontage shall be considered for the property.

**iii)** Employment lands tend to inhabit large sites. Maintaining a human scale to potential large built form massing becomes crucial and can be partially achieved through unique landscaping and architectural elements.

### 9.3.4 Parks and Public Open Space

There are several environmental opportunities that can influence the character and development of the City of Cornwall, integrating a sustainable design approach as a key strategy. Providing a well-connected open space system, integrated into the existing community, and offering multiple outdoor recreational possibilities are integral for the development of the city. An important urban design objective is to create a well-integrated pedestrian scaled community and easy access to daily amenities, by providing a pedestrian system that links parks and streets, further enhancing the existing conditions and promoting safe and convenient connectivity between these spaces.

There are clear elements of the original natural heritage system in woodlots, forests, creeks and streams; however, today they are commonly challenged by the dominate change in the terrestrial landscape. Despite this reality, it is important to realize that natural systems and habitat have attempted to adapt to various engineered processes.

## 1. Active Transportation

Active Transportation includes any form of human-powered movement for recreational, commuting, and fitness purposes. Active transportation can take on a multitude of modes, with the most traditional being walking, jogging, running, cycling, in-line skating, skateboarding and wheel chairing. However in the Canadian context active transportation can also take on other types of movement including, skating, skiing, snowshoeing, kayaking, and canoeing. In order to strongly promote active transportation within the city, urban design should play an increasingly important role to ensure that a safe and accessible system will respond to changing expectations over time. A comprehensive active transportation system will also allow for a diverse network, allowing for different user needs, and helping to reduce conflict.

With Transit Oriented Development, urban design should emphasize compact development, enhance pedestrian safety, and encourage 'street-sharing' between pedestrians, cyclists and vehicles, balanced with increased density along major transit corridors. This will provide transportation alternatives including active transportation, public transit, and enhanced inter-regional transportation connections.

**i)** Building of strong pedestrian and dedicated cycling lanes on the current street network;

**ii)** Ensuring that existing active transportation linkages are physically completed and well maintained to allow for year round use;

**iii)** Cornwall's Active Transportation Plan contains recommendations on how to enhance the pedestrian and cycling networks and increase the use of active transportation.

### a. Pedestrian Network

Basic improvements should include a continuous pedestrian network within the urban fabric, including sidewalks, trails, pathways and midblock connections. Therefore, the pedestrian network will be designed to provide:

**i)** Sidewalks and other pedestrian connections should be a minimum of 1.8m in width.

**ii)** Maximum widths should respond to contextual needs and pedestrian volumes in order to create comfortable walking conditions at peak times.

**iii)** Network interface with roads will include queuing pads and cross walks designed to accommodate pedestrian volumes at peak times.

**iv)** Pedestrian network should be well lit and be designed to have clear visibility, while encouraging Crime Prevention through Environmental Design principles.

**v)** Should be constructed of hardscape materials including concrete and asphalt in order to provide accessibility to those in wheelchairs.

**vi)** Placemaking and accents to the pedestrian network should incorporate unit paving or coloured concrete.

**b. Cycling Network**

Some sections of the cycling network are incomplete or in states of disrepair. Considering the cultural and economic significance of the cycling community to the region and Cornwall all efforts should be made to maintain and advance cycling infrastructure through urban design. Diversity is also important to maintain a balanced approach and create more access to a wider group of users. Therefore cycling options should be made available to allow for more active versus passive purposes. The cycling network should include:

**i)** Cycling Lanes – dedicated cycling lanes within the asphalt roadway.

**ii)** Shared Lanes – demarcated shared cycling and motor vehicle lanes within the asphalt roadway.

**iii)** Cycle Tracks – off-road cycling facilities that can either be 1 way or 2 way. Within the streetscape cycle track will be in the boulevard above the curb and be constructed of asphalt.

**iv)** Trails Network – for pedestrian and cycling connections throughout the City, can vary in materials based upon City standards.

### 9.3.5 Streetscapes

Streets are essential elements of the overall framework of Cornwall. Streets structure the distribution of land inherently defining the nature of the urban fabric. They are also the connective “tissue” of the community and give address and access to parcelized development blocks. However it is also important to recognize how streetscape environments also define the public realm and describe cultural identity to the City. Urban design plays a very important role in defining Cornwall’s road infrastructure as a method of movement, but also as places of civic importance and community pride.

The streetscape guidelines offer design principles that address each major street typology. Each road typology offers varying urban design opportunities to provide continued improvement of the public realm. As the general Rights-of-Ways (ROWs) vary depending upon location, context and time of construction, these guidelines offer suggestive solutions to urban design measures. It is also understood that existing streets may have limited opportunities to adapt these measures and that these guidelines would serve as a tool when road and infrastructure renewal is proposed for each street. **The Cornwall Centretown Streetscape Revitalization Strategy and Implementation Plan 2012** should be consulted in planning for streetscape improvements in the Centretown area. Municipal or other combined partner initiatives related to these Streetscapes should be adequately supported from a perspective of funding level(s).

## 1. Highway

The 400 series Highway system poses a very important connective artery for most Ontario cities and towns. However they are commonly seen as more functional infrastructural elements. Urban design and streetscape attenuation has an important role to play on highlighting the significance of Hwy 401 as well as exposure of adjacent lands along the roadway. Contextually highways are situated in heavily naturalized or landscaped conditions. Due to their expanse many highway landscapes are left to more basic conditions. However the roadside landscapes and supporting structures can be opportunities to distinguish landmarks and provide a heightened sense of place. Considering the geographic area, highway landscape treatments do not need to encompass the entire corridor however can be strategically located at places of high visibility or periodic intervals. High quality planting plans incorporated in to topography will likely yield most impact for passersby, particularly at high speeds. Structural elements to highways also offer a powerful opportunity to create identifiable markers to the City.

A design-based dialogue is encouraged between the Municipality and the MTO, as specific Highway 401 Improvement/Upgrade/Replacement projects are proposed and implemented.

**i)** Expanse of roadside landscape should be designed as low maintenance conditions, in accordance with MTO standards.

**ii)** Interchanges and locations of high visibility may be designed with landscape planting and architectural treatments.

**iii)** Landscape planting of a high quality is encouraged and can showcase colour and vibrancy.

**iv)** Any design enhancements in the corridor or along abutting lands may be possible based on an agreed partnership approach including, but not limited to matters of: signage, structural aesthetic adaptations, and structural elements offering unique visual experiences, and so on.

**v)** Matters of safety, regulated standards, maintenance and fiscal impact are all issues of accepted important influence upon the general question of Design".

## 2. Arterial Road

The arterial road network in Cornwall is made up of number of regional and municipal roads which provide connections in urban, suburban and rural conditions. Their current condition varies in terms of the number of travel lanes, pedestrian and cycling infrastructure, and adjacent land uses. Given the varying context in which the arterial roads operate as well as the differing right-of-way limits, urban design measures must be flexible and offer local sensitivity. It is important to note that arterial roads commonly act as the initial interface with the urban environment, commonly transitioning between the expressway and rural roads when entering the city. Therefore arterial roads often offer the most significant gateway opportunities to the City. Landscape and streetscape treatments should always be advanced in areas that offer gateway potential. Arterial roads are also designed to be primary transit and trucking routes within the City and therefore be subject to wider lanes as outlined by municipal standards. The following guidelines outline suggested streetscape treatments of arterial roads, and is subject to adaptation based upon contextual opportunities and limitations.

Some improvements to arterial roads could include:

**i)** Wider Sidewalks
**ii)** Shade Trees and Boulevard Planting
**iii)** Cycling Lanes
**iv)** More Crosswalks
**v)** Infill and Facade Improvements
**vi)** Improved Street Furnishings, Public Art and Lighting

Urban Arterials can be described more accurately as urban main streets or avenues. They are active parts of the public realm and transect through areas with mixed use and commercial designations. At grade commercial and pedestrian oriented activity will be encouraged through the streetscape, which will help reinforce and develop parts of the City as intensification nodes. Supporting transit and cycling as well as prioritizing pedestrian movement will be a component of the focus of the urban arterial and will include:

Varied Setbacks (0 to 5.0m) – in order to create variation in the street wall. Setbacks must be treated as an extension of the public sidewalk or as high quality landscaped zone. The setbacks will also allow for seasonal commercial uses which can transition into the public sidewalk. These would include restaurant patios, kiosks, and outdoor displays.

**i)** Public Sidewalks (2.0m to 4.0m) – to allow for appropriate pedestrian flow and static activity. Sidewalks are places for people to walk and socialize comfortably.

**ii)** Boulevards (2.0m to 4.0m) – are to have a hardscaped strip along the curb and planting zone. The planting zone should be encouraged to utilize a structural soil trench where possible creating a continuous hardscape zone from curb to property line/setback. If a soil trench is not possible a contained planter box with flowering plants should be implemented. Street trees will be planted in boulevards (8.0m to 12.0m on centre)

**iii)** Parking Lanes (2.5m for parking lane only – 3.5m for travel/ off-peak parking) – where possible. Parking lanes will help provide added access to intensification areas in the City, while also provide a traffic calming measure to further reinforce the pedestrian oriented streetscape.

**iv)** Cycle Lanes (1.5m to 2.0m) – must be incorporated into the urban arterial streetscapes.

**v)** Travel Lanes (3.25m to 3.75m) – to allow for a maximum of 2 lanes of traffic in each direction (4 lanes total). Reduced lane widths are encouraged in order to support more compact and intimate streetscape environments.

Suburban Arterials are commonly wider ROW's and are surrounded by a number of different land uses, including commercial, residential, institutional and employment lands. They commonly have multiple access points. Residential land uses commonly have their rear lots along many arterial roads creating safety concerns and can discourage pedestrian activity. However suburban arterials are also transit supportive roads which need to provide comfortable multi-modal environments to encourage walkability, cycling, transit and vehicular users while reducing conflict. These design measures include:

**i)** Setbacks – to provide a landscaped buffer between the activities of the street and adjacent land use. Berming and walls should be discouraged as visibility should be encouraged between adjacent land uses and the streetscape.

**ii)** Public Sidewalks (1.5m to 1.8m) - to allow for appropriate pedestrian flow.

**iii)** Boulevards (2.0m to 6.0m) – are to be made up of low maintenance softscape including low growing grasses or lawn. Street trees will be planted in boulevards (8.0m to 12.0m on centre). In areas where ROW's allow and boulevards are not impeded by utilities a double row of street trees may be considered.

**iv)** Parking Lanes (2.5m) – where possible. On-street parking opportunities will be very limited and only encouraged in areas of commercial and institutional uses.

**v)** Cycle Lanes (1.5m to 2.0m) – must be incorporated into the suburban arterial streetscapes.

**vi)** Cycle Track (2.0m) – can serve as an off-road cycling alternative to cycle lanes. These can be used in places where boulevard conditions are wide enough to support an off-road cycle track and when cycling alongside motor vehicular traffic poses safety concerns due to speeds or conflict.

**vii)** Travel Lanes (3.25m to 3.75m) check with city – to allow for a maximum of 3 lanes of traffic in each direction (6 lanes total).

**viii)** Medians (3.0m to 5.0m) – can be considered in wide ROW's and if traffic studies permit. These medians will incorporate landscape features and designed with flowering planting and ornamental/street trees and possibly architectural features, such as low walls, signage and public art.

Rural arterial road cross sections are typical to the region and other parts of Ontario, commonly 1 lane of traffic in each direction (2 lanes total), and are commonly constructed with a soft shoulder, and stormwater swale adjacent to the road side. This functional road cross section will remain however cycling lanes should be applied to rural arterial road designations through reconstruction projects over time. These roads provide linkages to the wider cycling network in the region and to the Waterfront Trail network and therefore provide essential linkages to Cornwall as a destination.

### 3. Collector Road

The collector road network is comprised of a series of lower order municipal streets that help to provide a more complete "grid" network to Cornwall. Similar to the arterial network, the collectors vary based upon local context and current needs.

Collector roads serve an important role in the wider urban context and are commonly designed with transition to arterial status in mind and over time, based upon urban growth and intensification of land uses. In most cases the collector roads are servicing areas with less vehicular volumes and are primarily located in (or are bounding) residential neighborhoods. Collector roads should include:

**i)** Setbacks – to provide a landscaped buffer between the activities of the street and adjacent land use. Berming and walls should be discouraged as visibility should be encouraged between adjacent land uses and the streetscape.

**ii)** Public Sidewalks (1.5m to 1.8m) - to allow for appropriate pedestrian flow.

**iii)** Boulevards (1.0m to 3.0m) – are to be made up of low maintenance softscape including low growing grasses or lawn. Street trees will be planted in boulevards (8.0m to 12.0m on centre). In areas where ROW's allow and boulevards are not impeded by utilities a double row of street trees may be considered.

**iv)** Cycle Lanes (1.5m to 2.0m) – must be incorporated into the suburban arterial streetscapes.

**v)** Travel Lanes (3.25m to 3.75m) check with city – to allow for 1 lane of traffic in each direction (2 lanes total).

### 4. Local Road

The local road network constitutes neighbourhood oriented low order roads. Despite their simple design, these streetscape environments also constitute "the heart", of communities and are places that reflect the neighbourhood values throughout the City. Therefore it is important that they are designed to be more than just local streets but also places where social interaction is encouraged, unofficial sport can coexist with typical road functions, and where active transportation is embedded as part of the streetscape culture. Local roads will include:

**i)** Setbacks – to provide a landscaped buffer between the activities of the street and adjacent land use. Berming and walls should be discouraged as visibility should be encouraged between adjacent land uses and the streetscape.

**ii)** Public Sidewalks (1.5m to 1.8m) - to allow for appropriate pedestrian flow.

**iii)** Boulevards (1.0m to 3.0m) – are to be made up of low maintenance softscape including low growing grasses or lawn. Street trees will be planted in boulevards (8.0m to 12.0m on centre). In areas where ROW's allow and boulevards are not impeded by utilities a double row of street trees should be considered.

**iv)** Roadway (7.0m to 9.0m) – to allow for a multifunctional space that can adapt based upon local needs. This asphalt area between curbs may function as a road that provides vehicular traffic, parking, a continuous linked cycling network, and informal community spaces where appropriate.

### 9.3.6 Specialty Areas

It is the aim of the City to maintain the unique character of special districts within the City as well as encourage attractive, innovative and diverse development wherever appropriate. This plan aims to reinforce a strong vibrant Downtown and Le Village Business districts. There is great importance in the need for the City to undertake periodic visual improvement and urban design studies in their own right or as part of a more comprehensive report of the City including business districts. Community Improvement Programs and design reports such as the **Cornwall Centretown Streetscape Revitalization Strategy and Implementation Plan (2012)** are examples of reports that are contributing to improving the urban design of these specialty areas.

#### 1. Gateways and Entries

Demarcation of entries to specialty areas and gateways should be allocated to major intersections and key Highway 401 interchanges. Urban design treatments at these locations could include:

**i)** Improved Paving Treatments – using unit paving for crosswalks and pedestrian queuing pads at corners

**ii)** Consistent Signage and Wayfinding Treatments – decorative signage and banner poles; use of bollards and unique lighting; landscaping.

**iii)** Identifiable Paving Pattern or Symbol for Middle of Intersection – using designed concrete or unit paving.

**iv)** Locating of substantive public art, identifying arrival to a specialty area and promoting a unique sense of place.

## 2. Downtown and Le Village

In Ontario, the role of downtowns and traditional main streets are distinctly tied to our cultural and built heritage, while commonly exhibiting some of our most civic and celebrated places. Over time, cities and towns that have experienced growth typically have had new pressures imposed on the downtown and main street areas. Changes in commercial, residential and institutional uses, as well as automobile dependency, have impacted these areas in adverse ways. Much like many other Ontario municipalities, Cornwall has also been affected by these trends; however, steps have been taken to retain the importance and vibrancy of the Downtown and Le Village areas. Although in need of further improvements, Downtown Cornwall and Le Village do offer unique and central roles in providing active and strong core areas, tied to the rich natural and cultural heritage that still dominates their respective identities.

### a. Built Form

**i)** Promote compact urban forms. This entails the design of smaller scaled built form massing, fewer mid-block connections, and creating visually appealing urban walls along major streetscapes.

**ii)** Massing taller than 3 storeys must mitigate shadow impact on neighbouring built form, and may be required to conduct sun-shadow studies.

**iii)** Alterations and additions to existing buildings should be consistent with the form of the existing built form and with the massing and height of adjacent buildings with the same uses.

**iv)** Where infill buildings are being introduced, care must be taken not to create abrupt height changes between properties.

**v)** Where additions of projecting elements are introduced to existing downtown buildings, its design should be consistent with the architectural style of the built form and should complement the proportions of the building and be in harmony with the exterior elevation.

**vi)** Where new construction is contemplated, façade design shall demonstrate architectural detailing and articulation that are consistent with the design characteristics of neighbouring existing downtown buildings.

**vii)** Where a contemporary architectural style is intended on new construction, replication of historic facades and details shall be avoided. It should, instead, complement existing adjacent traditional buildings.

**viii)** When an existing window is removed and replaced, the new windows should match the original proportions

**ix)** Where a contemporary architectural style is proposed, it should include a mix of styles that are compatible and allow for flexibility.

**x)** While large windows and doors may not be found in many downtown buildings, the use of larger openings at grade level for storefronts is encouraged to animate the streetscape.

**xi)** Large glazing can be subdivided with bands to create a human scale to the opening.

**xii)** Renovations, alterations or additions to an existing building's exterior wall cladding should attempt to repair the façade to its original condition or upgrade it to a contemporary style.

**xiii)** The design of such alterations should address the proportion and scale of façade elements.

**xiv)** Where new facades are constructed, the wall area should be designed to reflect similar façade divisions that exist adjacent or near to the new construction.

**xv)** Enhance the night image by highlighting prominent architectural and/or landscape qualities, and corporate identity features where possible.

**xvi)** Provide way finding identification that directs trucking, employees, visitors, cyclists, and pedestrians, as appropriate, to their destinations.

**xvii)** Facing materials consisting of high quality, natural materials, particularly masonry, should be used wherever possible. Side and rear façades should preferably have a design and materials standard equal to the front façade treatment.

### b. Landscaping Treatment

Central Cornwall offers a unique mixed use commercial configuration that is designed to be dense and active. The primary way to engage this fabric is through the streetscape which in many conditions has been defined. As part of this document the structure of the “Arterial Main Street” has already been outlined. However it is important to also recognize the importance of the streetscape as a multi-functional space that supports movement as well as static activity. Therefore the Centretown streetscape environment should include:

**i)** Wide sidewalks to encourage pedestrian movement and static moments, for gathering, dining, talking and shopping.

**ii)** Higher quality paving materials and site furnishings.

**iii)** Higher quality lighting standards and lighting features.

**iv)** Incorporation of public art.

**v)** Strategic locations for on-street parking.

**vi)** Traffic calming measures.

**vii)** Engineered solutions to ensure canopy street trees reach maturity.

**viii)** Planter boxes and hanging baskets to help green the streetscape through flowering plants, grasses and ornamental treatments.

**ix)** Higher quality treatments to associated Infrastructure.

Downtown and main street areas are also serviced by rear and side lots which commonly offer service, parking and loading functions. Landscape attenuation of these areas should consider their safety and accessibility. Visibility of the service areas should be screened from view if these areas are aligned to the active areas of the public realm. If publicly accessible, appropriate lighting and visibility should also be made to ensure that crime prevention measures are taken into account on a site per site basis.

# 10.0 CULTURAL, ARTS, AND BUILT HERITAGE RESOURCES

## 10.1 Introduction

The Official Plan recognizes the contribution of Cultural Heritage Resources to the amenity and identity of the City of Cornwall. It is the general thrust of this Plan to promote public awareness of those resources and promote their conservation and upgrading. In general, Cultural Heritage Resources may be defined as buildings, structures, monuments or artifacts of cultural heritage value or interest as well as areas of unique, representative or effective urban composition, streetscape, landscape or archaeological value or interest. Also, “Cultural” and "Living" Heritage is included in tangible or intangible forms such as skills, attitudes, songs, stories, archival resources, customs, forms of physical art and similar items. Heritage preservation provides a sense of historical and cultural identity and creates an element of diversity in the urban environment. Cultural Heritage Resources that are well managed also serve to educate the public at large and can contribute to the promotion of cultural tourism and preservation. Therefore, cultural heritage resources include archaeological resources, built heritage resources and cultural heritage landscapes. Subsets of these categories can include but are not limited to artifacts, buildings, bridges, structures, streetscapes, farmscapes, roads and natural features (e.g. Heritage rivers) that have been modified by human activity.

## 10.2 Cultural Heritage Resources Goals

The major goals of the Official Plan with respect to Cultural Heritage Resources are to:

**1.** Provide for the identification and preservation of significant Cultural Heritage Resources through the use of such tools as a Municipal Archaeological Plan, a Municipal Heritage Property (Listing) Registry and the (2011) Cornwall and S.D. & G. Culture Plan, for example.

**2.** Promote the conservation of all facets of Cultural Heritage Resources including buildings, structures, streetscapes, neighborhoods and districts, landscapes or archaeological sites. As well, other tangible and non-tangible heritage resources or "living" heritage should be equally important in terms of conservation and promotion.

3. Encourage the viable / sustainable use or adaptive re-use of historical structures and integrate these structures into the urban fabric.

4. Encourage compatible new development in areas which contain cultural heritage resources, such as historical structures or heritage streetscapes.

5. Increase public awareness of the value of Cultural Heritage Resources to the City as unique education features.

6. Encourage heritage restoration projects.

7. Develop heritage conservation policies which complement other goals and policies of the Official Plan.

8. Ensure that publicly supported Cultural Heritage Resources (such as museums) complement and enhance municipal policies for waterfront planning, visual and urban design, preservation and promotion of tourism.

## 10.3 Cultural Heritage Resource Policies

In order to achieve the goals for Cultural Heritage Resources, it will be the intention of the City to:

1. Continue to maintain a Municipal Heritage Committee referred to as Heritage-Patrimoine Cornwall to advise Council on all matters associated with the identification, conservation, protection and restoration of Cultural Heritage Resources. In addition, the S.D. & G. Historical Society should be considered as a resource / advisory partner to Heritage-Patrimoine Cornwall in the overall management of local Cultural Heritage Resources. More recently, the formation of the Culture Committee is a municipal response to assist in helping to guide and advise Council on the implementation of elements of the (2011) Cornwall and S. D. & G. Culture Plan or Culturescape Plan.

2. Establish and periodically update an official register of heritage property/building resources in the City through the Municipal Heritage Committee including a ranking of the relative significance of each resource. This register may also contain properties that have heritage conservation easements placed upon them and properties that are not designated, but which are considered by Council to be of cultural heritage value or interest.

In addition, the criteria for determining cultural heritage, value or interest outlined under the applicable regulations (i.e. Reg 9/06) within the Ontario Heritage Act,

together with the criteria listed below may be used in determining such heritage inventory resources by Heritage-Patrimoine Cornwall and the City.

Examples of items for consideration:

**a)** the age of the building or structure and representative example of a certain period in the development of the City or style of architecture;

**b)** whether the building or structure is a representative example of a well known or outstanding architect, engineer, builder or designer;

**c)** whether the building, structure or site is associated with a famous person or significant historic event or representative of a period or group of people;

**d)** the uniqueness or rarity of the architectural style and features of the building or structure as well as its method of construction (including interior as well as exterior features);

**e)** whether the building or structure constitutes a landmark to Cornwall, terminates a view, or forms a vista and makes a significant contribution to the general urban composition or streetscape;

**f)** whether the building or structure is adjacent to other significant historic resources or is part of a larger historic building group;

**g)** the structural condition and safety of the historic resource and the relative feasibility and costs of restoring the building or structure;

**h)** the range of uses to which the resource may be put and the appropriateness of the uses for the site and general district;

**i)** the policies of the Official Plan which affect the site in question.

**3.** Take the necessary steps to preserve and enhance the Cultural Heritage Resources listed in the Inventory by:

**a)** passing by-laws pursuant to the Ontario Heritage Act, to designate a property or group of properties under a District Category;

**b)** promoting the acquisition by purchase or lease or other means of any properties identified in the Inventory and where such properties are acquired, identifying appropriate terms or conditions for their disposal. Where such properties are to be disposed of, encourage the recycling

(not meaning dismantling) and adaptive re-use of significant architectural components through the coordinated efforts of the City's Heritage-Patrimoine Cornwall and S.D. & G. Historical Society;

**c)** investigating means of funding the conservation and restoration of Cultural Heritage Resources such as the Ontario Heritage Trust;

**d)** Consider incorporating support for heritage conservation into the Heart of the City CIP program;

**e)** Enforcing the property standards by-law to discourage the dilapidation of heritage properties;

**f)** encouraging the preservation and integration of Cultural Heritage Resources into new development schemes through the plan of subdivision, re-zoning and site plan approval process, and through the use of bonus zoning for requirements such as height or density, or other enhanced development rights;

**g)** encouraging through site plan control, compatibility of massing and design of buildings in areas adjacent to Cultural Heritage Resources or having heritage streetscape qualities;

**h)** encouraging the Committee of Adjustment to give favourable consideration to minor variances that facilitate improvements to designated Cultural Heritage Resources;

**i)** assessing the impacts of road improvements or other public works on any abutting Cultural Heritage Resources and providing measures to mitigate adverse impacts;

**j)** encouraging the relocation of Cultural Heritage Resources where appropriate.

**4.** Permit changes of use to heritage buildings that would serve as an incentive to retain the buildings provided the use is compatible with and preserves the integrity of the building and other Official Plan policies are satisfied.

**5.** Encourage or embark upon heritage restoration or reconstruction projects, particularly in the Downtown and Le Village Business Districts, on or adjacent to the waterfront such as the Cotton Mills Complex Redevelopment District or in other prominent areas.

6. Ensure that accessibility retrofits do not adversely impact heritage attributes. ‘ To attain its goal for establishing a barrier-free environment to city-owned property, the City shall endeavour to provide access solutions in a manner that respects the cultural heritage value or interest of a protected property. Council recognizes that standardized designs may not always suffice and that each heritage property will require unique accessibility plans to ensure that alterations do not adversely affect the heritage attributes. Council encourages this practice for privately-owned heritage buildings that are open to and used by the public.

7. Ensure appropriate signage on all heritage buildings.

8. Encourage the Municipal Heritage Committee (Heritage-Patrimoine Cornwall) and other heritage-related groups to continue to pursue an on-going program of promotion and public education with respect to heritage resources.

9. Consider the feasibility of establishing heritage conservation districts in Cornwall.

10. Take the necessary steps to identify, assess and protect significant archaeological resources and sites consistent with the Provincial Policy Statement. Undertake a study of archaeological resources in the City of Cornwall in consultation with the Province and Heritage-Patrimoine Cornwall. The City may require the excavation and study of identified archaeological sites prior to the development of lands in accordance with the uses indicated on Schedule 1: Land Use of this Plan.

    Establish a mechanism to assess public works projects that may impact on archaeological resources prior to commencement of the work, in part, by identifying, assessing and mitigating such significant resources and sites.

11. **Review of Areas of Archeological Potential**

    In support of Policy 10.3.10 the following applies:

    **i)** Areas of archaeological potential shall be determined through the use of Provincial screening criteria, or criteria based on known archaeological records with the City and developed by a licensed archaeologist.

    **ii)** For a proposed development within an area of archaeological potential, an archaeological assessment and/or marine archaeological assessment shall be required prior to final planning approval, or as a condition of final planning approval. Archaeological assessment reports conducted by licensed archaeologists shall be in compliance with

guidelines set out by the Ministry of Tourism, Culture, and Sport (MTCS), as well as licensing requirements developed under the Ontario Heritage Act.

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**iii)** Where archaeological resources are identified, the City supports the provincial preference for in situ preservation, but recognizes that there may be a need for rescue excavation as a result of specific development proposals. The City may consider archaeological preservation in situ to ensure that the integrity of the resource is maintained. The City may also maintain the integrity of archaeological resources by enacting a Zoning By-law to prohibit incompatible land uses and/or the erection of buildings or structures on land that is a site of a significant archaeological resource. Parkland dedication requirements pursuant to the Planning Act will be utilized whenever necessary and feasible for the conservation of significant cultural heritage resources.

**iv)** The City, on the advice of the Ministry of Tourism, Culture and Sport (MTCS) may undertake the preparation of an Archaeological Management Plan (AMP) for all or a portion of the City. The Plan will identify and map known archaeological sites registered with the Provincial Archaeological Sites Database, as well as areas within the City having archaeological potential. The Management Plan may also outline policies, programs and strategies to protect significant archaeological sites.

**v)** The City shall ensure adequate archaeological assessment and consult appropriate government agencies, including the Ministry of Tourism, Culture, and Sport (MTCS) when an identified, marked or unmarked cemetery or previously unknown archaeological site is identified and impacted by development. The provisions of the Ontario Heritage Act and Funeral, Burial and Cremation Services Act shall apply.

**vi)** Any alterations to known archaeological sites shall only be performed by licensed archaeologists, as per the requirements of the Ontario Heritage Act.

**vii)** Within the boundaries of the City, there may be marine archaeological remains from the pre-historic period through the modern era up to the last 50 years. These marine archaeological resources may include the remains of ships, boats, vessels artifacts from the contents of boats and belongings of crew or passengers, weaponry, parts of ship construction, old piers, docks, wharfs, fords, fishing traps, dwellings, aircraft and other items of cultural heritage value. The remains may currently be

under water or were, at one time under water but are no longer submerged.

**viii)** The City shall ensure that built heritage and cultural resources, both on shore and in the water, are not adversely affected when considering applications for waterfront development. A land and/or marine archaeological assessment may be required to mitigate any negative impacts on significant cultural resources, where necessary. The City shall consult with the Ministry of Tourism, Culture, and Sport, Ministry of Natural Resources and Forestry, Department of Fisheries and Oceans, and appropriate agencies to determine the requirement for archaeological assessments for development applications that may impact archaeological resources outside of municipal jurisdiction.

**ix)** An Aboriginal (i.e. First Nations) community consultation protocol on matters related to archaeological resource identification and conservation may also be developed as an integral part of the AMP, including but not necessarily limited to the Mohawk Council of Akwesasne and Métis Nations of Ontario.

**12.** Implement the June, 2011 Cornwall and S. D. & G. Culture Plan to articulate and foster the role(s) of the municipality in cultural heritage resources development.

**13.** Continue to investigate a principal recommendation of the 2011 Cornwall and S. D. & G. Culture Plan, being the development of an Arts and Culture facility for the presentation and practice of all forms of art and as a venue for meetings, various gatherings to take place.

**14.** Showcase historic facilities as Cultural Emblems and Living History by continuing to work with the City's Municipal Heritage Committee and others in the registering designation and/or preservation of such heritage assets.

**15.** Develop and actively maintain an inventory and mapping of cultural assets in the municipality, as identified through the Cornwall and S. D. & G. Culture Plan.

**16.** To further the importance of all types of local Cultural Heritage Resources, develop new strategic partnerships with local, regional, provincial and national agencies, for example, while re-affirming and strengthening such existing long-standing relationships with groups such as the City's own Heritage-Patrimoine Cornwall and the S.D. & G. Historical Society.

**17.** The City may utilize the Ontario Heritage Act and Section 2.6.1 of the Provincial Policy Statement to conserve, protect and enhance the cultural

heritage landscape such as: parks, mainstreets, neighbourhood, cemeteries, trailway and industrial complexes of cultural heritage value.

**18.** The city may consider implementing a public art program or public art requirements for development to enhance and express the cultural, heritage, urban design, and tourism character of Cornwall.

**19.** The City may help to facilitate / partner with Heritage-Patrimoine Cornwall in implementation of physical (capital type) projects, directly related to the promotion, conservation, display, and so on of important Cornwall Heritage assets.

**20.** The City may require that a Heritage Impact Assessment be conducted by a Qualified Heritage Professional in the event a proposed development, being in proximity to a protected heritage property/cultural heritage resource, is anticipated to potentially affect said asset. Consultation with Heritage-Patrimoine Cornwall in determining the need to require such an Impact Assessment is advised.

**21.** Waste Reduction/Adaptive Re-Use: Council shall support the reduction of waste from construction debris as a result of the demolition of buildings by promoting and encouraging the adaptive re-use of older and existing building stock.

**22**. Energy Efficiency and Heritage Conservation: Retrofits for achieving energy efficiency should be encouraged to be undertaken in a heritage building where it is demonstrated that retrofitting can be accomplished without compromising the heritage integrity of the building.

# 11.0 SERVICES AND UTILITIES

## 11.1 Introduction

The provision of services and utilities to the general public is essential for the proper growth and development of the Municipality. The services and utilities dealt with in this chapter include sanitary sewers, storm drainage facilities, Municipal water services, solid waste disposal, utility corridors and fire protection.

The intention of this Plan is to ensure the efficient, cost-effective, and fiscally responsible delivery of municipal services to City residents and to co-ordinate the provision of servicing with the growth policies of this Plan. In order to meet this objective, the City must continue with the upgrading and maintenance of existing services in established areas and ensure that new urban development proceeds only when a full complement of services are available within the financial means of the Municipality.

## 11.2 Services and Utilities Goals

The major goals of the Official Plan with respect to Services and Utilities in general are to:

**1.** Guide urban development in terms of the capacity of municipal services and treatment facilities and the principle of promoting an orderly, compact and staged development pattern. Furthermore, decisions regarding infrastructure and public service facilities should generally be in keeping with findings of the City's Asset Management Plan with respect to such matters as financial viability over their life cycle, meeting current and projected needs, and associated technical considerations, for example.

**2.** Protect all properties from flood waters through appropriate zoning and development controls.

**3.** Provide and maintain facilities for the safe disposal of solid wastes in the municipality and encourage rehabilitation and reuse of landfill sites no longer required.

**4.** Provide water purification, supply and distribution facilities to serve existing and proposed developments on a practical, economical and reliable basis.

**5.** Provide and maintain sanitary sewers in the developed areas, within the financial capacity of the Municipality.

6. Ensure that treatment plants have the necessary capacity to accommodate future growth and development, including treatment capacity for hauled sewage from private communal sewage services and individual on-site sewage services.

7. Ensure that all areas of the City are provided with acceptable fire protection coverage.

8. Protect, maintain, and enhance water and related resources, aquatic ecosystems, drainage patterns and flood risk through stormwater management.

## 11.3 General Policies

In order to achieve the goals for Services and Utilities, it will be the intention of the City to:

1. Continue to require the developer to be financially responsible for on-site services in new subdivisions.

2. Require that where redevelopment of land is to take place and services are overburdened, the developer shall provide the services to accommodate the project or enter into an agreement with the City to provide financial contributions towards resolution of the servicing problem.

3. Use adequacy, capacity and availability of municipal services as major criteria in the approval of plans of subdivisions, rezonings and site plan applications and other development proposals.

4. Ensure that future servicing programs and extensions are consistent with the policies, growth concepts and staging policies of this Plan.

5. Continue to embark upon a sewer and waterline replacement program in the older neighbourhoods of the City, and co-ordinate this with a general program of neighbourhood planning and upgrading.

6. Where circumstances necessitate, require detailed studies of servicing (e.g., storm water drainage report) as a condition of approval for development.

7. Where feasible, encourage servicing of new areas to be designed to alleviate servicing problems in adjacent developed areas.

**8.** Extend sewers or waterlines only when the extension is in conformity with the development policies of this Plan and after considering the following factors:

**a)** the staging and land use policies of this Plan;

**b)** the relationship of the area to be serviced to the existing development pattern and the availability of existing serviced lots or serviced land within the Municipality;

**c)** the costs of the works involved;

**d)** the cost-revenue implications to the City;

**e)** the rate of servicing costs per potential dwelling units or buildings;

**f)** the area and number of units or potential population that will be serviced;

**g)** the capacity of the trunk lines and the available capacity of the City's treatment facilities;

**h)** the need or pre-existing commitment to service other areas already designated for development;

**i)** the suitability of the area affected for development;

**j)** whether the public's health or safety necessitate the extension;

**k)** the precedents involved with approving the extension.

**9.** Continue to monitor whether a Development Charges by-law is a suitable method of financing major services in order to ensure a more equitable system and to facilitate the development of new areas. Alternatively, implement a local area levy to finance major services that benefit certain properties within the municipality.

**10.** Require new power, telephone and other cabled services located underground, wherever feasible.

**11.** Locate, where possible, large utility installations such as treatment plants, pumping stations and large transformer stations in compatible non-residential areas and where feasible, cluster such facilities in non-prominent locations. Suitable buffers shall be provided around such facilities.

## 11.4 Stormwater Management

In order to achieve the goals for Services and Utilities in respect to stormwater management, it will be the intention of the City to:

**1.** Require the development of stormwater management plans in support of development applications.

**2.** Proponents should make use of the Ministry of the Environment and Climate Change (MOECC) Stormwater Management Planning and Design Manual (2003) when preparing stormwater management plans.

**3.** Ensure that new urban development is provided with adequate stormwater quality and quantity management. Adequate stormwater management ensures that new development:

**a)** Minimizes or prevents increases in contaminant loads;

**b)** Minimizes changes in water balance and erosion;

**c)** Does not increase risks to human health and safety and property damage;

**d)** Maximizes the extent and function of vegetative and pervious surfaces; and

**e)** Pre-consultation with the local Conservation Authority regarding water quality and water quantity criteria is encouraged.

**4.** Ensure that the design and construction of all stormwater management facilities and infrastructure provide sufficient quality and quantity treatment capacity to serve all areas which may be ultimately connected to that part of the system.

**5.** Encourage developments that minimize changes to the natural hydrology of sites as the most effective form of stormwater management.

**6.** Prevent development which would interfere with or reduce the drainage capacity of any natural watercourse. Stormwater management facilities and infrastructure shall be designed to protect, maintain, and enhance aquatic ecosystems as well as provide opportunities for recreation, where possible.

**7.** Incorporate the use of stormwater management principles using stormwater retention areas and preserving natural watercourses wherever possible and their natural riparian vegetation.

**8.** The Ministry of Transportation (MTO) may require a stormwater management report for any development within the Ministry's permit control area as defined by the Public Transportation and Highway Improvement Act R.S.O. 1990. In cases where the only feasible access point(s) are in a location where an applicable MTO permit is required, acceptance of this report will be required as a condition of approving the development for a building and land use permit. Ministry permits must be issued prior to the issuance of any permit from the City of Cornwall.

## 11.5 Solid Waste Disposal

In order to achieve the goals for Services and Utilities in respect to solid waste disposal, it will be the intention of the City to:

**1.** Continue to use the existing solid waste disposal site located in the western part of the City as the principal means of disposing of solid waste until it reaches capacity, and to begin to prepare for the subsequent disposal of solid waste.

**a)** Operate, monitor and maintain the solid waste disposal site in compliance with MOECC regulations.

**b)** Ensure that any land uses or development proposals in the vicinity of any disposal site are compatible. Identify an acceptable influence area where studies would be required to determine physical separation distance based on the MOECC D Series Guidelines "Land Use on or Near Landfills and Dumps".

**c)** Ensure that any site chosen for the disposal or drying of sewage sludge is compatible with adjacent land uses and any future development provided for in Schedule 1: Land Use.

**d)** Require an amendment to this plan prior to the expansion of the solid waste disposal site. An expansion of the solid waste disposal site would also be subject to an environmental assessment as well as other provincial regulations and requirements.

**e)** Decommission and monitor the solid waste disposal site in accordance with provincial regulations. Consider the eventual rehabilitation and reuse of the City's closed landfill site and existing landfill site for public recreational uses.

**2.** Continue the advancement of recycling and reuse of solid waste materials in the public and private sector in accordance with the goal of improving waste diversion rates to 60%. Encourage and participate in joint reuse projects with the United Counties and adjacent municipalities.

**3.** Actively promote and ensure opportunities for the safe disposal of household hazardous and toxic waste to ensure protection of the environment.

**4.** Prohibit, except by specific approval application, the use of land within the Municipality for the unauthorized disposal of "hazardous or toxic" wastes.

**5.** The City will request environmental studies, prepared by a qualified consultant, when sensitive development is proposed in the vicinity of a landfill site to assess the potential impact on the development. In some cases, environmental studies may have already been prepared for the subject landfill site and a qualified consultant can use this information when determining the potential impact on the proposed development.

MOECC Guideline D-4: Land Use on or Near Landfills and Dumps indicates that the most significant contaminant discharges and visual problems are normally within 500 metres of the perimeter of a fill area of an open or closed landfill site. This distance should be used as a study area for land use proposals and the proponent must evaluate the impact of any adverse effects or risks to health and safety resulting from the landfill site.

The environmental study should address the following for operating landfill sites: Landfill generated gases, ground and surface water contamination by leachate, odour, litter, contaminant discharges from associated vehicular traffic, visual impact, dust, noise, other air emissions, fires, surface runoff and vectors and vermin. Studies of sites that are not operating should consider: ground and surface water contamination by leachate, surface runoff, ground settlement, visual impact, soil contamination and hazardous waste, and landfill generated gases.

In considering any approval(s) of sensitive development in the vicinity of an open and/or closed landfill site, the Municipality shall be satisfied that any potential impacts, as identified in an Environmental Study are of a minimal nature or, alternatively, possible and feasible to be satisfactorily mitigated .

Section 46 of the Environmental Protection Act requires that no use be made of land or land covered by water which has been used for the disposal of waste within a period of twenty-five years from the year in which such land ceased to be so used unless the approval of the Minister for the proposed use has been given.

## 11.6 Former Solid Waste Disposal Sites, Contaminated Sites/Brownfields

In order to achieve the goals for Services and Utilities in respect to former solid waste disposal sites and contaminated sites (brownfields), it will be the intention of the City to:

**1.** Update Appendix B as a guide to identifying sites or areas containing or affected by former disposal sites. The policies of this section will also apply to any additional lands indicated by the Ministry of the Environment and Climate Change or the City as a former disposal site for waste or bark. The function of Appendix B is as a flag to current/future landowners of a potential environmental issue. Policies are not specifically in place for new development in these areas, since information is not quantifiable or exact vis-à-vis geographic boundaries.

**2.** Place areas containing former disposal sites into a restrictive zoning or holding category. Applications to develop such disposal sites may require an amendment to the Zoning By-law and such applications shall:

**a)** be circulated to City Departments and other affected agencies for comments or approval;

**b)** identify precisely the area affected by the former disposal site as well as the physical feasibility, safety and environmental risk of developing the site concerned;

**c)** incorporate proposals for the rehabilitation of the site, removing any hazards to the requirements of the City and other applicable agencies.

**d)** be reviewed based on areas of concern of the Environmental Protection Act.

Areas adjacent to the sites identified on Appendix B may require further review prior to development as identified above.

**3.** Only permit development on Brownfield sites once those sites are assessed and remediated as necessary to protect human health and safety. Contaminated sites may include former landfills, industrial sites, mineral aggregate operations, and former petroleum resource operations, for example.

**4.** Require Records of Site Condition (RSC) to be filed and acknowledged with the Ministry of the Environment and Climate Change (MOECC) in accordance with The Environmental Protection Act (Ontario Regulation 153/04) as a requirement for approval of development under this plan and as affirmed by a Qualified Person (Q.P.)

**a)** The City will refer to the Environmental Protection Act which establishes the required criteria for site remediation and risk assessment;

**b)** The City will refer to the Environmental Protection Act which specifies the circumstances under which Records of Site Condition are required to be filed to the Environmental Site Registry.

**c)** A Record of Site Condition must be filed for change of land use from industrial or commercial use to a residential or parkland use.

**d)** The City may require a Record of Site Condition in other instances.

**e)** When required, a Record of Site Condition shall be prepared to summarize the environmental condition of the subject property, based on site investigations in accordance with Ontario Regulation 153/04 and must demonstrate that the land use proposed can be accommodated on-site according to appropriate standards.

**f)** When a Record of Site Condition is required, development approval under this plan will be contingent on MOECC acknowledgement of the RSC as well as any linked Certificate of Property Use issued by the MOE. More specifically, the development or redevelopment of potentially contaminated sites shall be assessed and remediated in a manner consistent with the Environmental Protection Act and relevant regulations and MOECC guidelines and procedures.

Sites known or suspected to have soils contaminated with residues of current or previous industrial or commercial land uses must have the environmental condition of the site assessed. When managing development on potentially contaminated sites, a Record of Site Condition (RSC) either prior to the development approval, at the time of release of conditions of approval, or at the time of issuance of building permits, as require or stipulated by the municipality must be received.

When considering applications for development which include sites suspected or known to be contaminated, the municipality will require, at its discretion, a Phase l ESA to be undertaken by the applicant in accordance with Ontario Regulation 153/04 as amended. If recommended by a Phase 1 ESA or mandated under Regulation 153/04, a Phase ll ESA must be undertaken by the applicant in accordance with Ontario Regulation 153/04. This would require sampling and analysis of the site to confirm and delineate the presence or absence of contamination suspected by the Phase l ESA report.

As a condition of approval, the municipality will require that remediation, where required, is undertaken to appropriate standards of the MOECC, as specified in Ontario Regulation 153/04 and in the guideline Soil, Ground Water and Sediment Standards for Use Under Part XV.1 of the Environmental Protection Act, or other regulatory requirements of the MOECC, as amended from time to time.

Mandatory filing of a Record of Site Condition in the Registry, by a qualified person, as defined in O.Reg. 153/04, as amended, is required for a change in use of a property from industrial or commercial to residential or parkland, as defined in the regulation, and will be acknowledged by the Ministry of the Environment and Climate Change. A site clean-up plan may be required and the site may need to be cleaned-up in accordance with the O.Reg.153/04, as amended and with the MOECC guideline "Records of Site Condition – A Guide on Site Assessment, the Clean-up of Brownfield Sites and the Filing of Records of Site Condition" dated October 2004 or associated guidelines.

A Record of Site condition may, at the municipality's discretion, be a required condition of approval under this Plan. In addition to changes of use prescribed by the Environmental Protection Act as uses for which a Record of Site Condition is mandatory (a change of use to a more sensitive land use) , the municipality may require a RSC to be filed where the application does not involve a change of use to a more sensitive land use as defined in the Environmental Protection Act. This requirement is to ensure, to the municipality's satisfaction, that any remediation, or risk assessment and risk management, necessary to permit the intended use is to the satisfaction of the MOECC.

**5.** Continue to support rehabilitation and redevelopment of contaminated sites through the Brownfields Community Improvement Plan.

## 11.7 Municipal Water Services and Sanitary Sewers and Treatment

In order to achieve the goals for Services and Utilities, in respect to water services and sanitary sewerage, it will be the intention of the City to:

**1.** Design and construct water mains which have sufficient pressure and capacity to serve all areas intended for future urban growth;

**2.** Ensure that the City's water treatment plant continues to have sufficient capacity to accommodate future development.

**3.** Minimize the need for pumping stations by designing sanitary sewers and directing future development on the basis of gravity flow wherever possible;

**4.** Only permit lot creation with confirmation that there is sufficient reserve sewage system capacity and reserve water system capacity, including treatment capacity

for hauled sewage from private communal sewage services and individual on-site sewage services.

**5.** Ensure that the City's sewage treatment plant has the necessary capacity to accommodate future urban development and continue to allocate the capacity of the treatment plant on an equitable basis.

## 11.8 Utility Corridors

In order to achieve the goals for Services and Utilities, in respect to utility corridors and without limiting the preceding for the purposes of this section, shall generally mean (linear) strips of land that secure access between one or more points for the primary purpose of the transmitting and distributing of such items including electrical energy, hydrocarbons or telecommunication services, for example and may be either of a subterranean or above ground nature. Such utilities may be public or privately owned/operated, typically associated with a regulated or government agency scenario. Hydro corridors and electricity generation facilities and transmission and distribution systems and oil/gas pipelines are commonly found within this category. It will be the intention of the City to:

**1.** Encourage appropriate multiple use of transmission line corridors, while maintaining priority in the protection of existing and planned infrastructure corridors for the long term.

**2.** Ensure that any future hydro corridors including high voltage transmission lines or major pipelines are located on the basis of an Environmental Assessment and in consultation with the City in order to minimize any adverse social, land use, visual or environmental impacts.

Wherever possible, existing and designated urban development areas, high quality agricultural lands, viable farming operations and environmental constraint areas shall be avoided. Hydro corridors including high voltage transmission lines or major pipelines shall be encouraged in areas with parallel existing lines or other rights-of-way (roads and railway lines) and shall be located so as to minimize the fragmentation of properties.

**3.** Require sufficient setbacks and buffers from utility corridors and pipelines so as to ensure compatibility with adjacent land uses and subdivisions.

**4.** Minimize the visual impact of transmission lines and towers (See Chapter 9).

**5.** The following policies of this sub-section specifically refer to corridors used for the transmission and distribution of electricity and are commonly called “hydro corridors”:

**a)** All reference to electricity infrastructure and facilities should be referred to as, “electricity generation facilities and transmission and distribution systems”, and for example includes such operations owned by “Hydro One Networks Inc.” (formally known as “Hydro One”).

**b)** Electricity generation facilities and transmission and distribution systems are permitted in all designations/zones subject to any regulatory requirements for the utility involved and notwithstanding any other policies of this Chapter. References to ‘hydro corridors’ is intended to primarily include the corridors for transmission and distribution of electricity.

**c)** Secondary uses, such as active and passive recreation, agriculture, community gardens, other utilities and uses such as parking lots and outdoor storage that are accessory to adjacent land uses, are encouraged on hydro corridor lands, where compatible with surrounding land uses. However, a proponent should be aware of the primacy of the electricity transmission and distribution facilities and that secondary uses require technical approval from Hydro One Networks Inc.

**d)** The burial of wires/cables for local electricity *distribution* (and not transmission) purposes will be required where possible, and will most typically be at the expense of the developer or proponent.

**e)** The screening of electricity generation facilities and transmission and distribution systems will most typically be at the expense of the developer or proponent.

**f)** Planning for future transportation transmission corridors should be undertaken in consultation with affected stakeholders including Hydro One Networks Inc. and Provincial Agencies.

**g)** Establishment of any future regulatory (Zoning Bylaw) standards (i.e. lot coverage, yard setbacks, etc.) with respect to electricity generation facilities and transmission and distribution systems shall be determined in mutual consultation with the appropriate organization(s)/agencies (i.e. Provincial Ministry, Hydro One Networks Inc., Cornwall Electric, utility provider, etc.).

**h)** In addition to Policy 11.8.5.g), the establishment of any future regulatory (Zoning Bylaw) setbacks from pipelines to electricity generation facilities and transmission and distribution systems shall be determined in mutual consultation with the appropriate organizations/agencies (i.e. Provincial Ministry, Hydro One Networks Inc., Cornwall Electric, utility provider (being both electrical and pipeline), etc.). Such potential setbacks would be applied for the locating of new or replacement hydro facilities/infrastructure or compatible secondary uses within the corridor.

## 11.9 Fire Protection

In order to achieve the goals for Services and Utilities, with respect to fire protection, it will be the intention of the City to:

**1**. Provide acceptable fire protection to all areas of the City particularly in high value/high risk areas.

**2.** Select the location of future fire halls on the basis of factors such as the area covered, response times, adequacy of access, adjacent uses, site size, site conditions and similar factors.

**3.** Ensure acceptable fire protection for new developments by using the staging policies contained in this Plan, zoning and site plan controls.

**4.** Continue to promote fire prevention through household, commercial and industrial education programs.

# 12.0 TRANSPORTATION

## 12.1 Introduction

A transportation system must be designed to serve the proposed land use pattern and to facilitate safe, efficient and convenient movement of people and goods within and through the Planning Area. Such a system should include provision for all the different modes of transportation, including automobiles, trucks, bicycles, pedestrians, air traffic, rail traffic, and public transportation. The City of Cornwall has a role in ensuring that the transportation system supports the economic development, growth, and sustainability objectives of the community. The Official Plan also recognizes the interrelationship between future development and transportation facilities and the importance of Cornwall as a hub for accessible, efficient public transportation in not only a local but more regional context.

## 12.2 Transportation Goals

The major goals of the Official Plan with respect to transportation are to:

**1.** Develop and maintain a safe, efficient and convenient transportation system providing for all modes of travel and reinforcing an orderly and compact development pattern.

**2.** Adopt a “complete streets policy” by designing streets to accommodate all users, balancing the needs of automobiles, pedestrians, cyclists, transit and ensuring accessibility for people of all ages and abilities.

**3.** Integrate transportation and land use planning.

**4.** Continue to develop a more continuous street system, particularly for east-west movement.

**5.** Prioritize transit, and active modes of transportation alongside personal automobiles when making transportation and land use planning decisions.

**6.** Encourage the efficient use and operation of the public transit system.

**7.** Continue to develop a comprehensive bikeway/recreational trail and pedestrian system as described in the Pedestrian and Bicycle Master Plan.

**8.** Protect the traffic carrying capacity of arterial streets, through comprehensive land use, access, traffic and subdivision controls.

**9.** Work toward providing adequate public parking facilities for vehicles and bicycles and ensure that new developments include adequate vehicle and bicycle parking facilities.

**10.** Work toward the relocation of minor or under-utilized railway lines and the removal of at-grade railway crossings wherever feasible.

**11.** Ensure that the costs of transportation improvements resulting from major development projects do not place a burden upon the City taxpayer.

## 12.3 Transportation Policies

In order to achieve the transportation goals, it will be the intention of the City to:

**1.** Implement or encourage improvements to the City's transportation system.

**2.** Take the necessary steps to improve major streetscapes (e.g., tree planting and landscaped medians) through appropriate studies and programs and with reference to the Centretown Streetscape Revitalization and Implementation Plan.

**3.** Carry out comprehensive transportation studies as required to implement the goals and policies of the Official Plan.

### Existing and Planned Transportation Network

**4.** Illustrate the existing and planned road network on Schedule 2: Transportation Network.

**a)** The road network shown on Schedule 2: Transportation Network is conceptual only and may be subject to approval under The Environmental Assessment Act or similar legislation. To maintain flexibility in ultimately locating these roads, minor variations from the conceptual alignments may be required.

**5.** Ensure that future development does not interfere with plans to extend or widen arterial, collector and local streets and that sufficient land is reserved for such improvements. Road widenings may be taken during Site Plan Control approval in order to achieve the optimum road rights-of-

way of 30 metres for arterial streets, 25 metres for collector streets, 20 metres for local streets and a width of 36 metres for Industrial Arterial Roads and a width of 36 metres for any Divided Arterial Road.

**6.** Ensure that plans for future road widenings, extensions or improvements take into account land use, environmental and visual streetscape considerations, and active modes of transportation.

**7.** Require or conduct further studies for the localized planning of the Collector street network. The developer may be required to undertake that work as a requirement of developing and approval of the plan of subdivision. The City may also conduct such studies prior to the submission of plans and in such cases; the plans will be used to guide future road networks in the subdivision approval process.

**8.** Establish and classify streets in accordance with the following hierarchy and policies for Provincial Controlled Access Highways, Arterial Roads, Collector Roads, and Local Roads. The hierarchy is also illustrated on Schedule 5: Transportation Network.

**a) <u>Provincial Controlled Access Highways</u>**

This category includes major divided multi-lane designed to carry large volumes over long distances as well as major roads where full control of access is necessary. The only two provincial Highways in Cornwall are Highway 401 and Highway 138 (only between South Raisin River Bridge to Cornwall Centre Road) which is known locally as Brookdale Avenue.

While the City has no jurisdiction over these roads, the intent is to ensure that the objectives of the City and the Ministry of Transportation are mutually compatible and any future plans for Highway 401 which may affect the City should be done in consultation with local officials.

**i.** The right of way widths for these provincially controlled highways are determined by the Ontario Ministry of Transportation.

**ii.** The City, in conjunction with the province, should assess whether the provincial highways and interchanges within Cornwall can accommodate the planned and anticipated growth.

**iii.** In addition to all the applicable municipal requirements, any and all proposed development located adjacent to and in the vicinity of a provincial highway within the Ministry of

Transportation's permit control area as defined by the Public Transportation and Highway Improvement Act R.S.O. 1990 (PTHIA) are also subject to Ministry of Transportation approval through their permitting system. Early consultation with the Ministry of Transportation is encouraged to ensure Ministry requirements are taken into account at the early stages of the planning process. As a requirement of the PTHIA, Ministry permits are required to be in place prior to the issuance of any municipal permit. Refer to subsection (v.) for where permits are required.

**iv.** The Ministry of Transportation maintains strict Access Management principles that affect the proximity of access to intersections, our interchanges and to other driveways. Properties with frontage on both the highway and a municipal road will not be permitted direct access to Ministry of Transportation highways. The Ministry regulates the distance between our intersections and accesses on municipal roads.

**v.** Ministry permits are required prior to any grading, tree clearing and/or construction being undertaken for any development within the Ministry of Transportation's permit control area.

**vi.** Ministry of Transportation Permits are required to:

1) Place a building, structure, entrance or any road within;

   a) 45 metres of the right of way limit of any highway;

   b) 395 metres of the centre point of any interchange;

2) Place a sign within 400 metres of the limit of the highway; or,

3) Place a major development or use within 800 metres of the right of way limit of the highway.

**vii.** Outdoor storage and loading areas adjacent to provincial highways must be visually screened or appropriately located and not visible to the travelling public, to ensure those areas are not a distraction to the travelling public.

**b) <u>Arterial Roads</u>**

These are major roads primarily serving the City which carry large volumes of traffic through and between sections of the City and are normally the primary routes for local transit service. The policy is to maintain and protect the traffic carrying capacity of arterial streets through appropriate measures such as:

**i.** controlling strip commercial development;

**ii.** minimizing the number and restricting the location of intersecting streets and driveways along arterial streets;

**iii.** controlling driveway access through site plan control or 0.3 metre reserves;

**iv.** encouraging reverse frontage of lots along arterial roads;

**v.** prohibiting signs, vegetation, fences or structures which obstruct the visibility of traffic signs and devices or which constitute traffic hazards;

**vi.** instituting appropriate traffic controls such as raised medians, restrictions on parking and turning movements;

**vii.** carefully controlling land use and access in the vicinity of interchanges, major intersections and at-grade railway crossings;

**viii.** creating joint use driveways or common rights-of-way where lots are being severed; and,

**ix.** requiring appropriate setbacks from all streets.

### c) Collector Roads

These roads are designed to carry traffic between arterial and local roads providing access to abutting properties and community facilities and traffic may include local transit service. The policy is to ensure that collector roads provide their intermediate and local traffic carrying function and at the same time discourage non-local traffic.

### d) Local Roads

These roads are designed to provide for local traffic movement and access to abutting properties. In the case of residential areas, these roads normally shall be designed with narrower width than collectors

and should also be designed to discourage non-local traffic. Wherever possible, local roads should not intersect onto arterial roads. Traffic on local roads may include local transit service. On-street bikeways may be established to ensure a continuous, logical link in the bicycle network where appropriate.

## Public Transit

**9.** The City will encourage greater use of public transit by instituting, encouraging or requiring:

**a)** subdivision plans which provide direct transit routes and all lots within an acceptable walking distance to existing or planned transit service and include the provision of public walkways wherever necessitated to provide convenient access to bus routes;

**b)** site and development plans which incorporate transit measures (e.g. shelters or eating areas at bus stops) into their designs;

**c)** higher density or intensity uses (apartments, commercial, senior citizen projects, institutional) which are located along or adjacent to transit routes;

**d)** a compact urban form, strong downtown and groupings of development that facilitate transit use;

**e)** staging of future urban development in relation to the provision of transit service;

**f)** transit connections with intercity transportation stations; and,

**g)** adequate facilities and improvements to maximize the level of transit service such as a downtown transfer area, bus bays, shelters, new types of service and demonstration projects.

## Active Modes

**10.** The City will encourage and promote

**a)** filling the gaps in the pedestrian and cycling transportation networks as outlined in the Bicycle and Pedestrian Master Plan;

**b)** continuing to use the comprehensive policy on the provision of sidewalks in established areas of the City and in new subdivisions.

**c)** encouraging compact communities and a greater mix of land uses;

**d)** giving active modes greater priority in the planning process including by instituting, encouraging or requiring:

**i)** infrastructure such as bicycle lanes and parking;

**ii)** traffic calming measures;

**iii)** accessible design considerations;

**iv)** route signage; and,

**v)** site design.

**e)** considering developing urban design guidelines that address the needs of pedestrians and cyclists.

## Truck Network

**11.** Minimize the adverse impacts of trucks upon residential areas by:

**a)** defining truck routes in the City and discouraging through truck movements on streets in residential areas;

**b)** carefully locating land uses and activities which generate substantial truck traffic with due regard to adjacent uses, access and traffic impacts;

**c)** restricting the type of trucks and commercial vehicles that may be kept in a residential zone, and

**d)** restricting home occupations which generate truck activities.

## Safety and Accessibility

**12.** Eliminate at-grade railway crossings wherever warranted and assign priority ranking for removal of such crossings. Restrict the establishment of new rail using land uses in areas intended for railway relocation and redevelop lands vacated by rail relocation in an appropriate manner.

**13.** Ensure that adequate curbing and curb cuts are provided along arterial streets so as to prevent uncontrolled access to individual properties. Design streets and intersections that incorporate accessibility features including but not limited to tactile strips on sidewalks, audible signals for pedestrian crossings, ramps, and pedestrian refuge.

**14.** Take steps to improve poorly controlled or designed intersections and carry out the necessary studies to identify such intersections and establish priorities for improvements.

## New Development

**15.** Coordinate growth with the provision of suitable transportation facilities.

**16.** Use transportation impacts and street capacities as a major consideration in the evaluation of development proposals.

**a)** Transportation impact studies shall be required for major development proposals particularly those which are considered high traffic generators and/or which are proposed in areas experiencing transportation problems;

**b)** Approval of any subdivisions or secondary plans located in the MTO permitting area requires an MTO permit as a condition of approval. For proposed subdivisions abutting the highway, the layout of the subdivision should be designed so that lots adjacent to the highway back onto the provincial highway.

**c)** The costs of providing for transportation improvements necessitated by a particular development project shall normally be borne by the developer as determined by formal agreement with the City.

**17.** Encourage subdivisions which are designed on the basis of accepted transportation planning principles and in particular which:

**a)** provide a suitable hierarchy of streets and for the extension or connection to adjacent streets or areas wherever appropriate;

**b)** accommodate pedestrians, cyclists and other active modes.

**c)** discourage thru traffic;

**d)** provide for all modes of travel-streets, transit, bicycle, pedestrian and include appropriate provision of sidewalks or walkways;

**e)** protect arterial streets, for example, through the use of single-loaded streets, reverse frontage lots and adequate spacing between intersections;

**f)** protect or reserve planned future rights-of-way;

**g)** provide suitable noise abatement or separation distances adjacent to railway lines or major roads;

**h)** provide adequate, safe and properly located access points to properties;

**i)** provide acceptable sight distances along all roads and at intersections.

**18.** Consider approving demonstration projects or subdivisions which reduce local street requirements or reduce urban development standards to achieve more compact, cost effective development. Implement such measures only after appropriate review, and continue to monitor the effectiveness of such development standards.

**19.** Protect future residential development from excessive noise and vibration levels generated by major road and rail corridors. Where residential subdivision proposals or other significant development or redevelopment are within 300 metres of Highway 401 or the Canadian National Railway Mainline, the City will require a noise and vibration impact study. The study shall determine the extent and severity of such noise/vibration impacts as well as methods to reduce those impacts (e.g., increased setbacks, sound barriers, siting of buildings, sound insulation and special building design).

The provision of a noise and vibration impact study may be a condition of draft subdivision approval and the provision of noise and vibration abatement features may be required as conditions in the subdivision or site plan agreement.

**a)** The 2014 PPS includes specific policies that require major facilities and sensitive land uses to be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odour, noise and other contaminants, minimize risk to public health and safety and to ensure the long term viability of major facilities.

**b)** MOECC Publication NPC 300: Environmental Noise Guideline, Stationary and Transportation Sources – Approval and Planning in August 2013 is a guidance document that relates to the transportation and stationary sources of noise in the land use planning process. It also provides assistance in creating compatibility between noise sensitive land uses and stationary sources with respect to noise.

**c)** It is the responsibility of the proponent or developer of the noise sensitive land use, encroaching on a stationary source of noise, to ensure compliance with MOECC sound level limits. Council may require a noise study for new sensitive land uses adjacent to existing railway lines, highways, sewage treatment facilities, waste management sites, industries, aggregate extraction sites, or other stationary or line sources where noise and vibration may be generated. Feasibility and/or noise studies must be prepared by qualified individuals and in accordance with MOECC's Noise Pollution Control Guidelines (NPC-300).

## Parking

**20.** Ensure that adequate off-street parking facilities are provided through zoning and site plan requirements and parking programs. Undertake studies from time-to-time on on-street parking along arterial roads analyzing potential options for the provisions of alternative parking.
Provide bicycle parking facilities at all municipally owned and operated facilities to promote the use of bicycles as an alternative to motor vehicles.
Private developments should be encouraged to require consideration of bicycle parking facilities.

# 13.0 SUSTAINABLE DEVELOPMENT

## 13.1 Introduction

It is a major intention of the Official Plan to support sustainability, energy conservation and efficiency, improved air quality, and adaptation to climate change through measures to promote the wise management and conservation of resources.

Sustainable development is defined as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Sustainable development is achieved by simultaneously considering environmental, social, cultural, and economic factors as the basis for making decisions. As such, many sections and principles embedded in this Plan contribute to the long-term sustainability of the City of Cornwall, including:

- Land use policies that call for compact, mixed-use and higher density growth patterns to reduce overall transportation needs by minimizing the total number and length of automobile trips and making public and active transportation more feasible and make it easier to protect the natural environment.

- Transportation policies that encourage the use of transit and active modes of transportation including through providing infrastructure;

- Economic development policies that foster economic growth and promote arts and culture;

- Policies that support social development and inclusiveness such as through encouraging affordable housing and accessible design;

- Stormwater management practices that minimize negative impacts of development on water quality and quantity; and,

- Conservation measures that protect cultural heritage, natural heritage, agricultural, water and other resources for the long term.

One key goal of sustainable planning is to mainstream climate change mitigation and adaptation into municipal decision-making. Mitigating climate change through cutting or capturing emissions of greenhouse gases can involve developing and managing greenhouse gas (GHG) inventories, carbon management policy/policy development, and planning for carbon neutrality.

Climate change is already increasing the frequency and severity of extreme weather events, meaning that adapting to climate change is also a key priority. Even when greenhouse gas levels are reduced, the effects of climate change are expected to continue. Impacts of climate change can include:

- Extreme rainfall and storm surge events, overwhelming infrastructure and increasing flooding;
- Reduced winter cover on lakes, lower water levels and increased evaporation rate;
- Changing water temperatures;
- Reduction of water supply due to extended drought conditions;
- Higher temperatures with more frequent and longer dry spells; and,
- Changes in insect/pest and disease patterns.

Cornwall must prepare for these changes now, and over the long term, with an understanding that land use planning can contribute to adaptive and mitigative solutions to climate change.

There are many avenues through which the City can promote sustainability and one of these is land use planning.

## 13.2 Sustainable Development Goals

The major goals of the Official Plan with respect to sustainability are to:

1. Balance environmental, social, cultural and economic factors when making land use decisions.
2. Reduce the greenhouse gas emissions of the Corporation of the City of Cornwall, and those of the city as a whole.
3. Prepare for the impacts of climate change so that Cornwall is resilient and adaptable to change over time.
4. Encourage new development to be designed and built according to sustainability and climate resilience measures or standards.

## 13.3 Sustainable Development Policies

In order to achieve these sustainability goals, it will be the intention of the City to:

**1.** Take a leadership role in reduction of greenhouse gas emissions including through municipal demonstration projects and corporate procurement.

**2.** Promote and support measures taken by developers and citizens to reduce greenhouse gas emissions.

**3.** Design and plan infrastructure in accordance with the anticipated changes associated with climate change.

**4.** Encourage low impact development to maximize the amount of vegetation and porous surfaces within the settlement area reduce heat island effect and minimize the impacts of storm events.

**5.** Consider climate change when assessing the risks associated with natural hazards.

**6.** Encourage the use of sustainable design standards such as Leadership in Energy and Environmental Design for development, and incorporation of sustainable development forms, technologies and techniques. The City, at its sole discretion, may use incentives to encourage sustainable design.

**7.** Incorporate sustainability criteria into the subdivision design manual.

**8.** Promote an orderly and compact urban development pattern maintaining a convenient commuting distance to the Business Districts and other employment areas such as the Industrial Park.

**9.** Encourage medium and high density development on appropriate sites (e.g. by intensification on suitable vacant parcels).

**10.** Identify ways of increasing the overall density of new subdivisions while still maintaining a relative low density development character.

**11.** Intensify development within the Downtown and Le Village B.D.'s and encourage the creation of appropriate sub-centres in suburban locations.

**12.** Encourage greater use of the public transit system (See Chapter 12).

**13.** Investigate and encourage greater use of walkways and recreational trails/bike paths wherever appropriate and encourage such continued connected green corridors in the form of walking, cycling routes and trails, for example.

**14.** Investigate ways in which the City's Zoning By-law, subdivision standards and other planning related legislation or requirements can be amended to encourage energy conservation. Consider granting of minor variances for energy conserving innovations.

**15.** As part of the Subdivision Design Manual, provide guidelines on development of passive solar oriented subdivisions including guidelines on lot, street, and house orientation and use of landscaping for climate control.

**16.** Investigate ways of increasing public information and understanding of energy conservation and use a citizen task force on energy conservation or similar approaches.

**17.** Examine ways of encouraging energy retrofitting of existing buildings.

**18.** Work closely with local groups and associations in improving building standards relative to energy conservation.

**19.** Participate in appropriate Government energy conservation programs which may be of use to Cornwall.

**20.** Undertake such studies and secondary plans that are necessary to implement the intent of this section and make necessary amendments to this Plan where appropriate.

**21.** Consider appropriate options for the utilization of alternative and renewable energy systems/techniques when reviewing development and redevelopment, proposals/projects while ensuring applicable approvals for such options are achievable and do not negatively impact on surrounding land use(s)".

**22.** Consider how the proposed development/redevelopment may be contributing to the mitigation of climate change by utilizing appropriate systems/techniques and adaptation considerations including but not limited to:

- **i.** the reduction of greenhouse emissions
- **ii.** the improvement of air quality
- **iii.** the promotion of compact development form
- **iv.** the orientation of development to increase exposure to sun

**v.** the amount of impervious landscape being proposed and its potential impact on stormwater runoff
**vi.** the promotion of green infrastructure
**vii.** the promotion of design and orientation which
-maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation;
- maximizes opportunities for the use of renewable energy systems and alternative energy systems, as shown in the Ministry proposed wording.

**23.** Encourage the use of natural building materials with noteable energy rentention and thermal mass properties.

**24.** Develop a built environment encompassing sound construction principles and techniques meeting or exceeding the legislative code standards of the Province.

# 14.0 IMPLEMENTATION

## 14.1 Introduction

The planning process does not end with the completion of an Official Plan - to a large extent it really begins. The Plan is an important tool but it is only a document. An on-going and dynamic process of implementation is required in order to achieve the goals and policies set forth in the Official Plan. Successful implementation involves a combination of development control, public action programs and co-ordination with all the affected groups and agencies. The goals and policies of the Plan will not be achieved overnight - a systematic, continuous and long term program of implementation will be required.

The following chapter outlines the principal means by which the goals and policies of the Official Plan will be implemented.

## 14.2 Secondary Plans

**1.** Secondary Plans may be prepared for specific or identified areas of the City where it is considered necessary or desirable to detail the goals and policies of the Official Plan. Secondary Plans may be prepared for established, partially developed or undeveloped areas of the Municipality.

In newer areas, Secondary Plans are prepared to ensure that future subdivisions and site developments conform to an overall community development concept and accepted planning principles. In established neighbourhoods, Secondary Plans are intended to guide future redevelopment and to provide policies for the upgrading of neighbourhood conditions and facilities. Secondary Plans may also be prepared for commercial and industrial areas.

**2.** Secondary Plans may be incorporated into the Official Plan by formal amendment or may be approved by resolution of City Council and should consider public input.

**3.** An Official Plan amendment shall be required where a Secondary Plan would:

**a)** result in a departure from the intent of any Official Plan policy or Land Use Designation; or

**b)** cover a large or important district of the City (e.g. Eastern residential community, Downtown Business District).

In addition, the Future Study Area Plans described in Section 4.13 shall be incorporated into the Official Plan through formal amendment procedures.

**4.** Secondary Plans shall conform to the goals, policies and Land Use Designations of the Official Plan. Where a Secondary Plan has been incorporated into an Official Plan by formal amendment, the policies of the Secondary Plan shall prevail over the policies of the Official Plan for the area covered.

**5.** All Secondary Plans shall be subject to adequate notice and public involvement procedures and shall be made readily available to the general public.

**6.** In certain areas, City Council may direct that a Secondary Plan be prepared before more intensive development or redevelopment may proceed because of the need for more detailed studies on servicing, staging of development, the location of major uses, transportation facilities in relation to anticipated traffic volumes and traffic impact, the impact of a new development or facility on the area, environmental constraints, the overall community development pattern or for similar reasons.

**7.** Preparation of Secondary Plans shall be guided by the goals, principles, policies and Land Use Designations of the Official Plan. In addition, Secondary Plans shall where appropriate, incorporate the following:

**1.** New Residential (ie. Green Field sites) Areas:

**a)** overall development concept, principles, objectives and assumptions for the development of the area;

**b)** policies on land uses in the area including provisions to ensure compatibility;

**c)** policies on overall densities, housing mix and identification of low, medium and high density areas, including appropriate design criteria;

**d)** delineation of future neighbourhoods;

**e)** identification of major community focal points and centres as well as future commercial and institutional sites;

**f)** identification of future school sites, parks, community centres and other public facilities;

**g)** approximate location of future arterial and collector streets, access points, transit routes, walkways and bicycle paths;

**h)** policies on the protection of heritage resources, natural heritage features and areas, and consideration for natural hazards due to flooding and erosion.

**i)** policies to encourage the infilling, consolidation and integration of the overall development pattern;

**j)** policies on the provision of utilities and municipal services;

**k)** policies related to urban design and the visual environment;

**l)** methods of implementation.

**2.** Older or Established Neighbourhoods:

**a)** goals, objectives and statement of the function(s) of the area;

**b)** policies on land uses in the area including provisions to ensure compatibility;

**c)** identification of low, medium and high density areas as well as proposed commercial and institutional facilities to serve the area. Consideration for new development in Greenfield areas shall be at densities to reasonably ensure that the infrastructure provided to service is financially viable and can support transit services, public service facilities, and community hubs, for example.

**d)** identification of areas of housing redevelopment, rehabilitation and conservation as well as sites for infill housing projects;

**e)** policies to encourage the rehabilitation of viable housing stock and the upgrading of housing conditions in the area;

**f)** policies for the upgrading of municipal services, parks, recreation and community facilities;

**g)** policies on the use and reuse of existing community facilities such as school buildings and yards;

**h)** policies on the preservation of cultural heritage resources, views and vistas;

**i)** policies on the relocation or improvement of incompatible uses or facilities;

**j)** policies to encourage the stabilization of the area and to discourage the encroachment of incompatible uses or facilities into the area;

**k)** proposals for improving traffic control, circulation and street conditions in the area;

**l)** guidelines for the review of development applications and the preparation of zoning amendments;

**m)** methods of implementation.

## 14.3 Official Plan Amendments

**1.** The Official Plan is not intended as a static document and shall be amended periodically wherever necessitated by changing conditions and where the overall public interest is served.

**2.** Amendments to the policies and schedules of the Official Plan may be made where Council deems such amendments to be in the overall interest of the City and the general welfare of its citizens.

**3.** Requests for changes to the Land Use Schedule shall be evaluated against some or all of the following general criteria:

**a)** conformity with the overall intent, philosophy, goals, principles and policies of the Official Plan and the Provincial Policy Statement;

**b)** suitability of the location of the site or area for the proposed land use category, especially in relation to other sites or locations in the City;

**c)** compatibility of the land use classification with adjacent designations;

**d)** the need and, when deemed appropriate, market feasibility for the proposed use;

**e)** the extent to which existing designated areas are developed or available for development;

**f)** the impact of the proposed use on municipal services, treatment facilities and utilities, the transportation system, community facilities and the natural environment;

**g)** the need to maintain an orderly development pattern;

**h)** the economic benefits to the City;

**i)** the financial implications (costs and revenues) to the Municipality;

**j)** comments from City Departments and public agencies;

**k)** precedents created by the amendment.

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**4.** The Official Plan shall be updated, at the latest, ten (10) years after adoption, and every five years thereafter, unless replaced by another new official plan. The update shall evaluate the basic intent, goals and policies of the Official Plan. The update shall consist of a report from the Planning Advisory & Hearing Committee and Planning Department and shall be completed in accordance with the Planning Act and the Provincial Policy Statement.

**5.** In order to facilitate review or amendment of the Official Plan, an on-going monitoring program shall be established analyzing trends relating to matters such as:

**a)** population, housing and employment

**b)** land use and development (greenfield and intensification)

**c)** rate of development and land consumption

**d)** densities, housing mix, housing needs and conditions, lot inventories and vacancy rates

**e)** municipal assessment trends and residential/non-residential balance

**f)** sewage and water capacity utilization

**g)** new Government programs

**h)** other factors affecting land use planning for the City.

## 14.4 Municipal Planning Studies

The carrying out of a comprehensive and ongoing land use planning study and research program shall be regarded as an essential element of Official Plan implementation. A systematic and prioritized planning study program shall be prepared based upon the policies of the Official Plan.

### 14.4.1 Development Pre-Consultation, Planning Study, And Complete Application Requirements

**1.** Applicants should meet with staff of the City of Cornwall, Ministry of Transportation and Raisin Region Conservation Authority, where applicable, and other applicable Agencies/Groups, prior to submitting an application for an Official Plan Amendment, Zoning By-Law Amendment, Site Plan Control, or Plan of Subdivision and Condominium.

**2.** As part of the pre-application consultation process, applicants will be advised of the supporting studies, information, and materials, that shall be required as part of the development approval process. The need for such supporting studies shall be determined on a case-by-case basis in consideration of the site's context and the policies of this plan, and the City may require an applicant to submit any of the following studies, or others as determined by the nature of the proposal;

**a)** Assessment of adequacy of public services/Conceptual site servicing study;

**b)** Servicing options report;

**c)** Hydrogeological and terrain analysis;

**d)** Erosion and sediment control plan;

**e)** Geotechnical study/slope stability;

**f)** Impact assessment of adjacent waste disposal/former landfill site;

**g)** Mineral resource impact assessment;

**h)** Noise/vibration study;

**i)** Transportation impact study/brief or community traffic study;

**j)** Cultural heritage impact statement;

**k)** Minimum distance separation;

**l)** Planning rationale;

**m)** Environmental Impact Statement or Environmental Impact Study

**n)** Agrology and soil compatibility study

**o)** Integrated environmental review statement

**p)** Environmental site assessment (phase 1, phase 2)

**q)** Record of site condition

**r)** Wellhead protection plan

**s)** Reasonable use study

**t)** Groundwater impact study

**u)** Stormwater site management plan

**v)** Land/marine archaeological resource assessment

**w)** Tree preservation and protection plan

**x)** Assessment of landform feature, including for example, a visual impact assessment

**y)** Mine hazards study/abandoned pit or quarry

**z)** Concept plan for proposed use of land

**aa)** Statement of consistency with urban design principles and compatibility with existing development

**bb)** Design brief.

**3.** If the required studies identified during pre-consultation are not submitted, or if required plans or drawings are not submitted at the time the application is made, then the City may deem the application incomplete and place it on hold from further review until the required information is provided.

4. Customers and Developers should be aware that the Ministry of Transportation has specific requirements that may differ from those of the Municipality. The Ministry may require that Stormwater Management Reports, Noise Studies, Illumination Plans, Traffic Impact Studies and Geotechnical Studies be completed to the Ministry's satisfaction prior to the issuance of any permit from the Ministry. Any costs of the improvements required to accommodate the development driven traffic or stormwater are solely the responsibility of the developer. The Ministry also has required setbacks from its right of way that may impact the design of any development type. It is in the applicant's best interest to consult with the Ministry early in the process in order to understand those requirements, prior to making an application and submitting studies or reports to the municipality. Developments within the Ministry of Transportation's permit control area as defined by Public Transportation and Highway Improvement Act R.S.O. 1990 require that Ministry permits are issued prior to the permits from the municipality.

## 14.5 Zoning By-Law (Restricted Area By-law)

It is intended that the Comprehensive Zoning By-law be amended to reflect zones and development standards in conformity with the policies of the Official Plan.

New Zoning By-law provisions shall be prepared and passed as soon as possible after the Official Plan is enacted and may be completed on a section by section basis according to priority. Until the new Zoning By-law provisions are enacted, the existing Zoning By-law shall remain in effect; however, any development or any amendments to the existing Zoning By-law proposed prior to an updated Zoning By-law shall be in conformity with the Official Plan.

The Zoning By-law may provide for Certificates of Occupancy (as defined by the Ontario Building Code) for specified uses of land. Such certificates shall be required for the establishment of the specified uses and for any subsequent changes in those uses of land, buildings or structures.

## 14.6 Zoning Amendments

All amendments to the Zoning By-law shall be in conformity with the policies and designations of the Official Plan. It is also the intention of the City to prepare a comprehensive re-zoning review checklist in order to facilitate the assessment and processing of re-zoning applications.

## 14.7 Holding Zones

**1.** It is not intended that all lands be zoned immediately to permit development in accordance with the designations indicated on the Land Use Schedule.

**2.** In some cases, as a holding measure, land may be zoned to permit the continuation of the existing use on the site pending a future re-zoning in conformity with the designation indicated on the Land Use Schedule.

**3.** In other cases, the City may establish Holding (H) symbols, preceding any zoning district indicated on the Zoning By-law Map. Where such Holding (H) symbols are indicated, no building or structure may be erected on the subject site unless an application for amendment is made to remove the (H) symbol and such application is approved. The Holding (H) symbol shall not apply to accessory buildings or minor building additions.

**4.** It is intended that Holding (H) symbols be applied to vacant or underutilized sites which eventually may be suitable for the uses indicated in the zoning district following the Holding (H) symbol but which are now considered to be premature or inappropriate for immediate development or redevelopment.

**5.** Applications to remove Holding (H) symbols shall be evaluated by the City on a case by case basis. Such applications shall be accompanied by an amendment to the Zoning By-law prepared under the applicable Sections of the Planning Act of Ontario R.S.O., 1990 (as amended). In addition, the requirements of the Planning Act R.S.O., 1990 (as amended), specifically dealing with Holding Categories/Provisions shall apply. In evaluating the application, Council and the Planning Advisory Committee shall be satisfied that the development is no longer premature or inappropriate and shall also have due regard for:

**a)** comments from City Departments and public agencies;

**b)** the policies of the Official Plan;

**c)** the appropriateness and compatibility of the proposed development, including its water, wastewater, and/or stormwater servicing, and/or management of flood risk;

**d)** the adequacy of access points for the proposed development;

**e)** the potential transportation impact of the development in relation to the transportation system;

**f)** the need or market feasibility for the proposed development;

**g)** sustainability and energy conservation implications;

**h)** the financial impact on the Municipality;

**i)** the design features of the proposed development such as landscaping, buffering, open space, screening, parking, massing and design of buildings and on-site amenities.

## 14.8 Minor Variances

**1.** Future development shall comply with the provisions and requirements of the Zoning By-law. In certain special cases which involve unique and undue hardship, the Committee of Adjustment may grant minor variances to the Zoning By-law.

**2.** In considering applications for minor variances, the Committee shall consider:

**a)** whether the requested variance would constitute a "minor" departure from the Zoning By-law;

**b)** whether the intent and purpose of the Official Plan and Zoning By-law can still be met if the variance is granted;

**c)** whether there is a clear and demonstrable hardship in meeting the requirements of the Zoning By-law due to the physical or inherent conditions of the site involved;

**d)** that alternative designs of the building in conformity with the By-law are clearly not possible or feasible;

**e)** whether the resulting development would be compatible with adjacent uses and in character with the established development in the area;

**f)** comments from adjacent owners or residents;

**g)** that in approving the minor variance no dangerous precedent would be created;

**h)** comments from City Departments.

**3.** The Zoning By-law shall provide conditions by which "lots of record" (existing undersized lots) can be developed and in particular shall recognize the smaller lot character of the older sections of the City.

## 14.9 Non-Conforming Uses

**1.** Any land use which was lawfully in existence on the day of the passing of the Zoning By-law may continue to exist and shall be considered as a legal non-conforming use provided that it continues to be used for its original purpose.

**2.** It is the general policy of the City to encourage the long term use of land to be in conformity with the policies of the Official Plan and the regulations of the Zoning By-law and to ultimately encourage sites containing non-conforming uses to be converted to uses in conformity with the Plan and By-law.

**3.** In special circumstances it may be desirable to permit the extension or enlargement of land, buildings or structures containing non-conforming uses in order to avoid undue hardship, provided that the overall intent of the Plan is maintained. The Planning Act provides that either Council or the Committee of Adjustment may grant such approval.

**4.** In considering proposed extensions or enlargements of land, buildings or structures containing non-conforming uses, Council or the Committee of Adjustment shall have due regard for the following considerations:

**a)** it is not possible to relocate such a use to a place where it will conform with the By-law;

**b)** such land, building or structure will continue to be used in the same manner and for the same purpose as it was used on the day that the By-law was passed;

**c)** the proposed extension or enlargement shall not unduly aggravate the situation created by the existence of the use;

**d)** the conditions of the property or building will be substantially improved by the extension or expansion;

**e)** the proposed extension or enlargement is in an appropriate proportion to the size of the existing non-conforming use;

**f)** the characteristics of the existing non-conforming use and proposed extension and enlargement are considered to be generally compatible with adjacent uses and the general district and the use is not obnoxious or injurious;

**g)** measures are taken to protect neighbouring uses and properties;

**h)** no adverse impact would result on municipal services, community facilities, the transportation system, Natural Hazards, or the natural environment, which includes the Natural Heritage System and Natural Heritage Features;

**i)** adequate parking, loading and on-site amenities and facilities are provided;

**j)** the non-conforming use is not located within Natural Hazards area such as flood or erosion hazard;

**k)** the non-conforming use is not located within a Natural Heritage Features (wetland, ANSI, etc.);

**l)** all other applicable provisions of this By-law are satisfied.

**5.** The City may also consider the feasibility of acquiring property containing non-conforming uses and may attempt to facilitate the relocation of non-conforming uses to more appropriate sites.

## 14.10 Plans of Subdivision and Condominium

**1.** All Plans of Subdivision and Condominium shall conform to the goals and policies of the Official Plan.

**2.** No Plan of Subdivision or Condominium shall be recommended for approval unless it is in conformity with the provisions of the Planning Act, the Provincial Policy Statement, and:

**a)** can be supplied with adequate services such as water supply, sewage disposal, stormwater quality and quantity management, fire protection, roads, utilities, parks, schools and other community facilities and services;

**b)** promotes a compact and consolidated development pattern in urban sections of the Municipality and protects the rural character in the remainder of the City;

**c)** can be serviced economically without imposing a burden upon the taxpayer and does not place an adverse impact upon the transportation system, adjacent land uses and the natural environment;

**d)** can be integrated with adjacent lands, subdivisions and streets;

**e)** is considered to be necessary, timely and in the public interest;

**f)** is designed in accordance with accepted and contemporary design principles.

**3.** The City shall continue to use subdivision agreements in order to ensure acceptable subdivisions and to protect the City and public interest.

**4.** The applicant shall be required to indicate proposed uses for all lots, locks and parcels in the subdivision and the City shall ensure that appropriate zoning classifications are established for approved subdivisions, reflecting the intended uses.

**5.** The City shall continue to use the Subdivision Design Manual as a guide in the planning or review of plans of subdivision. In addition, a subdivision review checklist shall also be prepared to assist in the review of subdivision proposals.

**6**. The City of Cornwall has a Delegation Bylaw (No. 2014-116) which provides for exemption from Section 51 and 51.1 of the Planning Act for certain Plans of Condominium and Condominium Agreements to the General Manager of Planning, Parks and Recreation or Designate. If for a vacant Plan of Condominium application, then a Public Meeting is necessary pursuant to Section 51 (2) of the Planning Act and Ont. Reg No. 544/06.

## 14.11 Consents

**1.** The Committee of Adjustment shall continue to be the consent granting authority for the City.

**2.** The Plan of Subdivision shall be regarded as the primary method of providing lots in the City in order to ensure orderly development. Consents shall generally be limited to:

**a)** minor infilling;

**b)** lot boundary adjustments;

**c)** rural severances;

**d)** creation of large parcels on existing roads.

**3.** Consents for the creation of lots that would result in the expansion or extension of municipal services, the dedication of new roads or conditions necessitating a servicing agreement with the City shall be discouraged and shall be processed through Plan of Subdivision procedures. Incremental creation of lots by consent in contiguous areas (e.g., 3 or 4 lots at a time) will not be allowed.

**4.** In reviewing consent applications, the Committee of Adjustment shall have regard for:

**a)** the impact upon and adequacy of municipal or on-site services, utilities and community facilities;

**b)** compatibility with adjacent land uses;

**c)** the adequacy of site and road access and the impact upon existing or planned transportation facilities;

**d)** conformity with Official Plan policies, zoning regulations and other municipal by-laws;

**e)** the creation of an orderly development pattern; impact upon the comprehensive development of adjacent property;

**f)** the requirements or comments of other City and public agencies or authorities;

**g)** the size and shape of the parcel created and the residual parcel and the effect upon proposed and existing uses;

**h)** previous consents granted on the land holding or in the area;

**i)** precedents created.

## 14.12 Site Plan Control

The City shall continue to use the Site Plan Control By-law and Site Plan Agreements in accordance with the Planning Act. The Site Plan Control By-law shall apply to specified types of development in all land use designations except for single-detached residential development and Major Public Open Space. Planning and Design Guidelines are available for the review of Site Plan submissions and to provide guidance to applicants.

## 14.13 Signs By-Law

The City Signs By-law shall be reviewed and revised in conformity with the Official Plan. Part of the review shall include a city-wide study of existing signs in Cornwall.

## 14.14 Property Standards By-Law

The Property Standards By-law, which sets forth minimum standards of maintenance and occupancy of all property within the City, shall continue to be enforced and amended where necessary.

## 14.15 Improvement And Rehabilitation Programs

The City shall continue to participate in the neighbourhood improvement and residential rehabilitation programs of the Provincial and Federal Governments.

## 14.16 Other By-Laws

Existing legislation pursuant to the Municipal Act or other Provincial statutes shall be reviewed and where necessary, existing by-laws will be amended or new by-laws passed to ensure adequate municipal control over problematic uses, activities or situations. The City may utilize interim control and temporary use by-laws in order to implement the goals and policies of the Plan.

## 14.17 Public Works

In accordance with the Planning Act, all Municipal works and major projects shall be in conformity with the Official Plan.

## 14.18 Municipal Finance

1. The Official Plan shall be used in the preparation of Capital Works Budgets and Programs.

2. The City shall ensure through the development approval process and staging of development that new development proposal will not place a financial burden upon the City.

3. The City may require applicants proposing major development projects to undertake a study of potential Municipal costs and revenues that would result from the project. The City shall also investigate the possibility of developing a fiscal impact model that can be used to assess the potential costs and revenues of new developments.

4. The City shall consider passing a development charges by-law to recover the capital costs of growth-related capital costs as permitted under the Development Charges Act or consider using area-specific levies as an equitable means of financing the major servicing of new development or redevelopment.

5. The City shall participate in appropriate senior Government funding programs that may be used to implement the goals and policies of the Official Plan.

6. The City shall continue to maintain a balance between the demands for services and its overall fiscal capacity and in approving new development shall be cognizant of maintaining an appropriate balance between residential and non-residential assessment.

## 14.19 Land Acquisition

Land within the Municipality may be acquired, held, sold or exchanged by the City for the purpose of implementing the Official Plan.

## 14.20 Density and other Bonus Zoning

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As per provisions found in Section 37 of the Planning Act as amended, the City shall consider the use of density or height bonusing agreements in order to foster more innovative and integrated development, projects with a higher standard of amenity and mixed use developments. A study of the potential use of bonus zoning shall be undertaken particularly with regard to the B.D.'s and the provision of affordable housing. In addition, under Section 37 of the Planning Act, funds collected from such provisions shall be subject to a detailed financial statement on an annual basis, similar to that reporting required for Parkland Dedication funds.

## 14.21 Public Participation and Consultation/Engagement

**1.** Public participation and consultation/engagement shall be regarded as an integral part of the municipal planning process and wherever possible, affected interests shall be involved at an early stage in the process.

**2.** The City shall embark upon a general public education program aimed at increasing the public's knowledge and interest in City planning matters. This may be accomplished through a variety of means such as newsletters, brochures, lectures, meetings, open houses, questionnaires and workshops.

**3.** The City shall consider submissions and objections on proposed zoning amendments prior to formal passing of by-laws. A report analyzing such submissions shall be prepared by the Planning Advisory Committee and Planning Department and submitted to Council for its consideration.

**4.** In addition to traditional means of providing notice, the City shall consider the use of temporary sign boards posted on subject sites.

**5.** The City may consider special mechanisms for promoting public participation for important or special issues, including the appointment of special committees, task forces, advisory bodies and the use of questionnaires, special cable T.V., the internet and e-mail, and newspaper coverage and by similar means.

**6.** Documents such as the Official Plan, planning studies or research reports and Planning Board agendas shall continue to be made readily available to the Public.

**7.** The City shall conduct pre-consultation with the Ministry of Municipal Affairs and Housing (MMAH), under the “One Window” planning process for statutory reviews to this Official Plan. The City shall also provide the Ministry of Municipal Affairs and Housing notice of a proposed new Official Plan or a statutory review of its Official Plan (including a copy of the draft document) 90 days prior to giving notice of a public meeting as required by the Planning Act. With respect to Official Plan amendments (that is not a statutory Official Plan review) the City shall notify the Ministry of Municipal Affairs and Housing of all proposed Official Plan amendments as required under the Planning Act. The City is the approval authority and shall consult directly with individual ministries through the “Municipal Plan Review” process should the City require technical input on a matter of provincial interest regarding a proposed application.

**8.** As per portions of **The Smart Growth for Our Communities Act (Bill 73**), a cornerstone need to fully and comprehensively consult with the public on such applicable Development Approval and General Land Use Planning matters is deemed to be important and a fundamental function in proper Land Use Planning in the Community. In order to facilitate full consultation/engagement opportunities, a series of techniques can be utilized involving: Social Media, Municipal Websites/Facebook, traditional print Media, Mailout and Email Notices, and pre-Planning Act Public Meeting Open House(s). Collaboration(s) between the Proponent and Municipality to offer such varied methods is to be encouraged and the scope/scale of variety used will be determined on a case-by-case basis and ultimately determined by the City of Cornwall. In support of the Bill 73: Smart Growth for our Communities Act, 2015 principles/requirements, continue to build civic pride with the continuation of and expansion to citizen input/awareness to Cornwall's Land Use decisions and future directions.

**9.** In addition to and in unison with policy #8, additional Stakeholder engagement is expected in the case of proposals of a more wide-ranging potential impact to the Community and may include but is not limited to: Downtown and Le Village B.I.A., Centretown/HOTC, Transition Plus + Cornwall, First Nations representatives, Heritage representatives, Waterfront Committee, Cornwall Chamber of Commerce, local Real Estate and Builder's Associations, and so on.

**10.** As an advisory/recommending body to Council on all Land Use Planning-related matters, the Planning Advisory Committee (PAC) has been traditionally comprised by all of City Council including the Mayor. Under Bill 73, additional constituency representation is required and shall include at least one citizen member of the public, who is not a member of Council or a City employee. The PAC carries out preliminary decision-making and associated final recommendations to Council on the Planning functions and duties, as prescribed to it under the Planning Act. It also holds Public Hearings relative to carrying out said duties.

**11.** A "Public Consultation Strategy", when used to describe engagement exclusively by a Development proponent with the public (non-municipal staff" potential interested parties), shall be encouraged to take place in a reasonable period **prior** to a Planning Act mandated Public Meeting item. A specified form of engagement proposed by the Applicant must first receive concurrence from Planning Administration before implementation, and a comprehensive documentation of results/participants must also be lodged, as part of a complete application submission.

## 14.22 Provincial Policy Statements

City Council may amend the Official Plan to reflect new policy direction which has been established in any official Provincial Policy Statement approved by the Lieutenant Governor-in-Council.

## 14.23 Community Improvement Policy Areas

### 1. Introduction

The Community Improvement Policy Areas have been identified through a process by which criteria were identified and applied to the urban areas of the City. This process reflects the input of all appropriate City Departments as well as the senior Administration and has resulted in the identification of broad policy areas rather than more specific "project areas". The Community Improvement Policy Areas as shown on Schedule 3 collectively represent the areas of the City requiring the most improvement.

The boundaries of these areas are approximate. Minor adjustments and extensions to these boundaries may be made without necessitating an amendment to the Official Plan, provided that the overall intent of the Plan is maintained.

The City will use all the means available to it to encourage community improvement, including the use of government programs, zoning, capital budgeting, encouragement of appropriate private development, application of City programs and preparation of secondary plans. The City will ensure that community improvement plans and programs encourage the preservation, rehabilitation, renewal and adaptive re-use of heritage resources.

The following section describes the Community Improvement Policy Areas indicated on Schedule 3. For each area a definition or general description is given together with the criteria that were used to select and delineate the improvement areas. Numerous C.I.P.A.'s contain what is commonly referred to as, Brownfield sites. The cleanup of such contaminated sites should be in accordance with the Ministry of the Environment and Climate Change's "Guideline for Use at Contaminated Sites in Ontario". Phase I Environmental Site Assessments (ESA) should be carried out at sites which may be contaminated and Phase II ESAs should be completed if required. These studies should be undertaken prior to the issuing of applicable planning approvals. It is intended that this Section will provide the necessary

focus for community improvement decisions, programs, and projects over the course of the planning period of the Official Plan.

In addition, there are three Community Improvement Plans established under Section 28 of the Planning Act currently in effect in Cornwall. They are:

1) **The Renaissance Community Improvement Project Area Plan:** This C.I.P.A was established under Section 28 of the Planning Act and came into force on August 8th, 2001. It is a synthesis of several C.I.P.A. neighbourhoods in the east end of Cornwall and identifies redevelopment/renewal efforts being implemented in a partnership format between Groupe Renaissance and the City of Cornwall.

2) **The Brownfield Redevelopment Community Improvement Plan:** See Section 14.2 Area 16.

3) **The Heart of the City Community Improvement Plan:** See Section 14.2. Area 17.

## 2. Description Of Areas

### Area 1: Downtown Business District

#### a) Definition:

This is the recognized Downtown Business District Area of the City of Cornwall. In the Official Plan, the Downtown Business District is recognized as Cornwall's main business and activity area providing a high density concentration of retail, service and office commercial activities, government uses, recreation, entertainment uses, social, cultural, tourist facilities, hotels and housing. The Downtown Business District is regarded as the major area of high density development, pedestrian activity, redevelopment, and is seen as a major focus for public improvement programs to support and strengthen the role of the area. Reference should be made to the detailed goals and policies in the Official Plan respecting the Downtown Business District and secondary studies such as the Centretown Streetscape Revitalization Strategy.

#### b) Criteria:

The following criteria have been used to define the Downtown Business District Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** land use patterns characteristic of the downtown Business District.

**iii)** intensity of development

**iv)** Business Improvement Area in effect

**v)** the existence of vacant retail space

**vi)** underutilized upper storey area

**vii)** sites suitable for redevelopment

- **a)** vacant sites or abandoned buildings
- **b)** underutilized land
- **c)** obsolete buildings
- **d)** lack of anchor development

**viii)** infill potential for the interior of blocks and vacant sites

**ix)** physical maintenance of buildings and properties

- **a)** store front and building facade renovations
- **b)** rears of buildings and properties
- **c)** need for co-ordinated sign display

**x)** streetscapes in need of improvement

- **a)** lack of street trees/landscaping
- **b)** poor sidewalk conditions and widths
- **c)** lack of appropriate street furniture
- **d)** need for decorative paving, ramp and pedestrian linkages
- **e)** overhead wiring

**xi)** need to improve transit transfer points

**xii)** poor service and delivery access

**xiii)** condition of parking lots and parking deficiencies

**xiv)** lack or improvement of mini parks, downtown open spaces and rest areas

**xv)** lack of street activity and after hour use

**xvi)** lack of retail continuity

**xvii)** existence of absentee landlords

**xviii)** existence of heritage buildings or unique streetscapes

**xix)** general street improvements required

**xx)** select upgrading of underground services

## Area 2: Le Village Business Area

### a) Definition:

Montreal Road is the traditional shopping area for the east end. Montreal Road or Le Village Commercial Area is roughly in the form of a strip running from Marlborough Street to St. Felix Street. The area is characterized by a mixture of local community and in some cases, City wide commercial uses as well as community and highway oriented development.

In addition, some residential and institutional uses are interspersed throughout the area. The Official Plan policies attempt to improve the overall environmental conditions and appearance of the area as well as to improve commercial viability of the district and its redevelopment potential.

As is the case with the Downtown Business District, further reference can be made to the Secondary Study entitled: The Centretown Streetscape Revitalization Strategy.

### b) Criteria:

The following criteria have been used to define the Le Village Business Area Community Improvement Policy Area:

**i)** Official Plan designation
**ii)** Land use patterns typical of a traditional shopping street
**iii)** Business Improvement Area in effect
**iv)** Under-utilized upper storey areas

**v)** Infill potential for vacant sites
**vi)** Physical maintenance of buildings and properties

- **a)** store front and building facade renovation
- **b)** rear of buildings and properties
- **c)** need for co-ordinated sign display

**vii)** Existence of heritage buildings or unique streetscapes
**viii)** Scattered redevelopment potential
**ix)** Need for select street furniture and landscaping
**x)** Need to provide alternatives to on-street parking
**xi)** Need for more office and residential development

**Area 3: Pitt Street**

**a) Definition:**

The Pitt Street Community Improvement Policy Area occupies both sides of Pitt Street between Fourth Street and Ninth Street. It is characterized by a mixture of commercial, office and residential development. Recent trends have been towards the abandonment of older Highway Commercial related uses, leaving substantial potential for new commercial and residential development. The Official Plan designates the property in this policy area as General Commercial which permits a wide range of uses.

**b) Criteria:**

The following criteria have been used to define the Pitt Street Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** mixed land use pattern

**iii)** trend towards vacant sites

**iv)** large under-utilized sites ripe for redevelopment

**v)** need to attract redevelopment

**vi)** proximity to Downtown B.D.

**vii)** location on major arterial street

**viii)** poor streetscape conditions

- **a)** street curbs and conditions
- **b)** driveway definition
- **c)** sidewalks
- **d)** need for street trees and boulevard landscaping
- **e)** overhead wiring
- **f)** unattractive and poorly maintained buildings

**ix)** potential for commercial/residential development supportive of the Downtown B.D. activities

**Area 4: Pitt Street North Area**

**a) Definition:**

The Pitt Street North Area is situated between Vimy Avenue in the south to the Canadian National Railway to the north and also includes the Via rail station area and a pocket of industrial uses. This area is characterized by a mixture of primarily Highway Commercial, Local Commercial, employment and residential uses. The overall aim for the project is to improve the environmental conditions of the area and to establish a more orderly land use pattern.

**b) Criteria:**

The following criteria have been used to define the Pitt Street North Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** mixed land use pattern, incompatible uses

**iii)** lack of retail continuity

**iv)** sites available for redevelopment

- **a)** vacant sites or abandoned buildings
- **b)** under-utilized land
- **c)** obsolete buildings

**v)** physical maintenance of buildings and properties (storefront and building facade renovations, industrial buildings)

**vi)** lack of bus bays

**vii)** potential multi-use for transmission utility corridor

**viii)** improvement of Via Rail Station area

**ix)** need for better definition between industrial and non- industrial uses

## Area 5: East Downtown Neighbourhood

**a) Definition:**

The East Downtown Neighbourhood is located in the eastern portion of the original square mile. The predominant land use in this area is residential. This area consists of a variety of housing types most of which are of at least 50 years old. There has however, been some redevelopment to high densities in the area.

**b) Criteria:**

The following criteria have been used to define the East Downtown Neighbourhood Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** predominantly residential in character

**iii)** select residential redevelopment and infilling potential

**iv)** age and condition of housing

- **a)** scattered, obsolete, or substandard housing
- **b)** evidence of property conditions and maintenance
- **c)** unsightly premises, deteriorating land

**v)** potential use of schools and school yards or other under-utilized community facilities

**vi)** poor streetscape conditions

- **a)** narrow streets
- **b)** overhead wiring

**c)** condition on streets and curbs, extensive upgrading required

**d)** lack of or poor condition of sidewalks
**e)** select boulevard improvement, landscaping and tree planting

**vii)** lack of parkland

**viii)** need to relocate incompatible land uses

## Area 6: West Downtown Neighbourhood

### a) Definition:

The West Downtown Neighbourhood is situated in the western portion of the original square mile. The area is characterized by mixed land uses, the predominant use being residential. Interspersed within this area are Institutional, Employment and Commercial uses.

### c) Criteria:

The following criteria have been used to define the West Downtown Neighbourhood Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** predominantly residential in character

**iii)** select residential redevelopment and infilling potential
**iv)** age and condition of housing

**a)** scattered, obsolete, or substandard housing
**b)** evidence of poor property conditions and maintenance
**c)** unsightly premises, deteriorating land

**v)** potential use of schools and school yards or other under-utilized community facilities

**vi)** poor streetscape conditions

**a)** narrow streets
**b)** overhead wiring
**c)** condition of streets and curbs
**d)** condition or lack of sidewalks

**e)** need for boulevard improvements, landscaping and tree planting

**vii)** lack of parkland and recreational facilities

**viii)** need to relocate incompatible land uses, particularly scattered industrial uses in the area

**Area 7: Lorneville North**

**a) Definition:**

The Lorneville North Area is generally located south of Second Street, north of Montreal Road between Marlborough Street and St. Felix Street. The area is designated Urban Residential in the Official Plan. The predominant use is residential with scattered commercial uses throughout. The residential uses consist mainly of single and small multiple dwellings on small lots, resulting in high overall density.

**b) Criteria:**

The following criteria have been used to define the Lorneville North Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** land use patterns - predominantly residential

**iii)** age and condition of housing stock

**iv)** parkland deficiencies and potential use of schools for recreation

**v)** need for neighbourhood traffic and parking control

**vi)** age and condition of hard services

**vii)** obsolete and substandard housing

**viii)** overcrowding conditions

**ix)** lack of or poor condition of sidewalks

**x)** poor streetscape conditions

**a)** narrow streets
**b)** overhead wiring
**c)** condition of streets and curbs, requires major upgrading

**d)** select boulevard improvements, landscaping and tree planting

**xi)** underground services require upgrading

## Area 8: Lorneville South

### a) Definition:

The Lorneville South Area is located south of Montreal Road between McConnell Avenue and St. Lawrence College. This area is designated as Urban Residential in the Official Plan. It is characterized by significantly older housing stock and consists predominantly of singles and small multiple dwellings on small lots. This results in a high density of residential uses.

### b) Criteria:

The following criteria have been used to define the Lorneville South Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** land use patterns - predominantly residential

**iii)** age and condition of housing stock

**iv)** waterfront improvements

**v)** parkland linkages

**vi)** streetscape improvements

- **a)** narrow streets
- **b)** overhead wiring
- **c)** condition of streets and curbs, requires complete reconstruction
- **d)** condition of sidewalks
- **e)** boulevard improvements, landscaping and tree planting

**vii)** need for neighbourhood traffic and parking control

**viii)** age and condition of hard services and need for replacement and upgraded capacity to support redevelopment

**ix)** obsolete and substandard housing

**x)** an area ripe for redevelopment generally

**xi)** general upgrading of existing housing stock

**xii)** part of area may be required as a waterfront linkage

**Area 9: Harbour (Cotton Mills Complex Redevelopment District) Area**

**a) Definition:**

The Harbour Area is located on the St. Lawrence River south of the Mattice Park Neighbourhood Improvement Program Area, west of McConnell Avenue and east of Marlborough Street. This area is designated as a mix of Residential and Business District in the Official Plan. The Harbour Area is characterized by older industrial facilities and harbour related uses, which are in a transitional stage as well as newly developed residential and commercial buildings.

**b) Criteria:**

The following criteria have been used to define the Harbour Area Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** land use patterns - historical industrial area

**iii)** derelict and underutilized industrial buildings

**iv)** need to consider conversion of industrial buildings to alternative uses

**v)** land use patterns - historical industrial area

**vi)** derelict and underutilized industrial buildings

**vii)** need to consider conversion of industrial buildings to alternative uses

**viii)** potential conflict with adjacent uses

**ix)** waterfront improvement area, as identified in the Cotton Mills Complex Redevelopment Plan.

**x)** need to relocate Harbour oil tanks

## Area 10: C.N. Corridor East

### a) Definition:

The C.N. Corridor East Area is located north of Ninth Street and generally south of Eleventh Street between Sydney Street and McConnell Avenue. There are a number of Official Plan designations that apply to this area including, Urban Residential, Institutional, General Commercial, Future Study Area and Comprehensive Redevelopment Area. There is a mixture of residential, commercial and industrial land uses in this area as well as large areas of abandoned railway lands.

### b) Criteria:

The following criteria have been used to define the C.N. Corridor East Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** mixed land use patterns

**iii)** significant potential for comprehensive redevelopment

**iv)** parkland deficiencies and upgrading generally required

**v)** select area of substandard housing

**vi)** streetscape improvements generally required

**vii)** need for relocation of inappropriate land uses

**viii)** select areas for improvements to roadways, curbs and sidewalks

## Area 11: C.N. Corridor West

### a) Definition:

The C.N. Corridor West Area is located in the Eleventh Street corridor, north of Ninth Street between Brookdale Avenue and Abbot Street. The Official Plan designation for this area is, General Commercial and Urban Residential.
The area is mainly characterized by mixed land uses, predominantly commercial, industrial and underutilized sites in general.

### b) Criteria:

The following criteria have been used to define the C.N. Corridor West Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** mixed land use pattern

**iii)** significant potential for comprehensive redevelopment

**iv)** potential for relocation of railway lines and facilities

**v)** highly prominent area traversed by two arterial roads (Ninth and Eleventh Streets)

**vi)** streetscape improvements generally required

**vii)** unattractive buildings

**viii)** under-utilized land

**ix)** need for relocation of inappropriate land uses

**x)** commercial traffic and parking control

**xi)** select areas for improvements to roadway, curb and sidewalks

**xii)** significant hard service upgrading required

## Area 12: Second Street West

### a) Definition:

The Second Street West Area is defined as the Second Street Corridor from Brookdale Avenue in the east to Queen Street in the west. The area includes the former Domtar Fine Papers site. The Official Plan designates the largest part of this policy area as Future Study Area with some areas designated for Public Open Space. The area is characterized by a mixture of residential and poorly located commercial uses. Extensive industrial uses (i.e. oil tanks) are located adjacent to the Canal south of Second Street.

### b) Criteria:

The following criteria have been used to define the Second Street West Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** mixed land use pattern

**iii)** underutilized and vacant sites

**iv)** location on an arterial street

**v)** incompatible land uses

**vi)** need to investigate relocation of uses

**vii)** select street, curb, sidewalk and driveway definition improvements

**viii)** necessary waterfront improvement

**ix)** existence of surplus Seaway lands

**x)** potential for recreational and public use of waterfront and old Cornwall Canal

## Area 13: Surplus Seaway Lands

### a) Definition:

The Surplus Seaway Lands Community Improvement Policy Area is located east of the Civic Complex, west of the Cornwall Harbour Area and south of Water and Race Streets. This area is designated in the Official Plan as Open Space and Business District. The area is characterized by underutilized and vacant land. A new transient marina has been constructed on part of the site as well as Legion Park, containing a number of baseball fields. The area occupies part of the former Canal lands.

### b) Criteria:

The following criteria were used in the Surplus Seaway Lands Community Improvement Policy Area:

**i)** publicly owned Federal lands, available for development

**ii)** lack of hard services

**iii)** strategic location adjacent to Civic Complex and Downtown B.D.

**iv)** large site size

**v)** significant potential for comprehensive development and public use

**vi)** highly visible site

**vii)** integral site for waterfront improvements

**viii)** need for improvement of public access

**ix)** previous interest expressed by the Municipality and Federal government

## Area 14: The Former Courtaulds Lands

**a) Definition:**

The former Courtaulds Lands area consists of a large waterfront site on the south side of Montreal Road as well as the old Courtaulds lands north of Montreal Road. Parts of the Courtaulds Lands have been redeveloped as residential with some open space.

**b) Criteria:**

The following criteria have been used to define the former Courtaulds Lands Community Improvement Policy Area:

**i)** Official Plan designation

**ii)** potential for waterfront development and improvement

**iii)** strategic location on an arterial street

**iv)** adjacent to major activity centres (St. Lawrence College)

**v)** area generally available for redevelopment, particularly to non-Industrial, more compatible uses

## Area 15: St. Antoine

**a) Definition:**

This area is located east of McConnell Avenue, immediately north of the mainline C.N.R. railway. It represents an older scattered rural subdivision Development is predominantly residential with commercial and industrial uses at the southern section. Housing varies considerably in terms of age and condition.

**b) Criteria:**

The following criteria have been used to define the St. Antoine Community Improvement Policy Area:

**i)** Official Plan Staging designation

**ii)** incompatible land uses, poor definition between industrial and residential

**iii)** poor condition of streets

**iv)** lack of sidewalks

**v)** parkland deficiency

**vi)** pockets of poor housing conditions

## Area 16: Brownfield's Strategy Area

### a) Definition of Brownfield land:

"Brownfields are abandoned, vacant, derelict or underutilized commercial and industrial properties, usually provided with urban services, where past actions have resulted in actual or perceived contamination."

The Brownfields Statute Law Amendment Act is a consolidating statute which assembles a series of amendments under seven existing statutes with the specific aim of reducing liability associated with existing contaminated sites, providing certainty to the process of documenting contamination, identifying conditions of use, and improving the potential for the remediation of contaminated sites.

### Brownfield Strategy Community Improvement Policy Area

### a) Definition:

The Brownfield Strategy Community Improvement Policy Area encompasses most of the City's "urban" land, with the exception of a number of stable residential neighbourhoods and future development areas within the City's new Industrial Park (north of Tenth Street). It also captures portions of the industrial and commercial lands located at the eastern and western ends of the City, as well as other pockets of industrial and commercial uses interspersed throughout the City. The Brownfields Strategy Community Improvement Policy Area is shown on Schedule 6.

### b) Criteria for Establishing Brownfields Strategy Community Improvement

The following criteria have been used to define the Brownfields Community Improvement Policy Area:

**i)** Inclusion of areas within the "Urban Area", as defined in the Official Plan

**ii)** Inclusion of areas within the limit of municipal servicing;

**iii)** Inclusion of the inventory of known derelict and/or potentially redevelopment and re-use in these Community Improvement Policy Areas are consistent with the goals of the Brownfields Strategy Community Improvement Plan;

**iv)** Inclusion of the Downtown Business District and Waterfront area, and specifically the inclusion of potentially contaminated lands, and underused/vacant properties with redevelopment potential;

**v)** Inclusion of current and former industrial and commercial sites within the "Urban Areas" potentially suitable for redevelopment or re-use including:

- **a)** Potentially contaminated lands;
- **b)** Vacant and underutilized lands or abandoned buildings; and
- **c)** Former railway corridors.

**vi)** The Brownfields Strategy Community Improvement Policy Area

- **a)** Stable residential neighbourhoods;
- **b)** Generally, sites without external municipal services; and
- **c)** Future development areas within the City's new industrial park (lands north of Tenth Street).

**c) <u>Application</u>:**

Within the Community Improvement Policy Area, support will be given to the redevelopment of Brownfield lands in conformity with the objectives of the Official Plan. The City may, within the Policy Area, provide assistance to redevelopment efforts through the creation of various programs and policies as may be deemed appropriate and in accordance with the eligible costs outlined in Section 28 (7.1) of the Planning Act.

## Area 17: Heart Of The City (HOTC) Community Improvement Policy Area

### a) Introduction:

The City of Cornwall adopts this Community Improvement Plan, hereafter referred to as the Heart of the City Community Improvement Plan, as a framework to help achieve economic regeneration and sustainability of the historic core of the City. The Community Improvement Policy Area is, in general terms, co-terminus with boundaries of the Brownfields Community Improvement Plan. The policies and programs associated with the Heart of the City Community Improvement Policy Area, are distinct from the Brownfields Community Improvement Plan. Both plans seek to achieve the planning or replanning, design or redesign, resubdivision, clearance, development, redevelopment, construction, reconstruction and rehabilitation, improvement of energy efficiency, for the reuse, reanimation, improvement, and intensification of sites in the urban core which are presently underused. The programs provided under this plan exclude assistance to remove or reduce the financial risks to development as a result of environmental contamination.

## HOTC Community Improvement Policy Area

### a) Definition:

The HOTC Community Improvement Policy Area encompasses the areas bounded in the north by the south side of Ninth Line East and West, in the east by the west side of McConnell Avenue, the south side of Second Street, the northern boundary Eastgate (Eastcourt) Mall and the eastern boundary of the Courtaulds site, in the south by the Waterfront and in the west by the east side of Brookdale Avenue. This Community Improvement Policy Area is shown on Schedule 3.

### b) Criteria for Establishing HOTC Community Improvement Policy Areas:

The following criteria have been used to define the HOTC Community Improvement Policy Area:

**i)** Inclusion of areas within the “Urban Area”, identified as in need of Community Improvement;

**ii)** Inclusion of the two principal and historic commercial districts of the City;

**iii)** Inclusion of sites of strategic importance to sustainable commercial development in Downtown;

**iv)** Inclusion of the Waterfront area which, although in public ownership, represents an opportunity for ongoing incremental development for the benefit of the community as a whole. Continuing the successful development of the Waterfront is critical to supporting development in those neighbourhoods surrounding the Waterfront; and

**v)** Priority Areas are identified as being the Le Village and Pitt Street (CBD) Commercial districts. These areas are priority locations for public investment through incentive programs and other measures.

**c) Application:**

Within the Community Improvement Policy Area, support will be given to the redevelopment and façade improvement of private property, consistent with the objectives of the City of Cornwall Official Plan. The City may, within the Policy Area, and from time to time, provide assistance to property improvement and redevelopment efforts through the creation of various programs and policies as may be deemed appropriate and at its full discretion and in accordance with the eligible costs outlined in Section 28 (7.1) of the Planning Act.

The City may, at its full discretion, also use its powers under the Municipal Act and Planning Act to acquire, hold, sell, lease and otherwise dispose of land and property.

## 14.24 Community Planning Permit System or Development Permit System

As per Sections 70.2, 70.2.1, and 70.2.2 and any other applicable section(s) of the Planning Act, the Municipality may consider initiative(s) to introduce and establish a development permit system by Bylaw(s) for the whole of the Municipality or specific portions of the City.

This system streamlines the development process by combining such matters as Zoning, Variances and Site Plan Control approval into one permit.

Such initiative(s) for example would be subject to appropriate and comprehensive public/agency consultations, to ensure any approval of said Bylaw(s) would be made with due diligence to impact analysis.