



Town of Cornwall

# 2022 OFFICIAL PLAN

March 2022

The Town of Cornwall acknowledges that the land addressed in this Official Plan is the ancestral land of the Mi'kmaq and respects the Mi'kmaq as the Indigenous people of PEI.

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# TABLE OF CONTENTS

<b>1</b>	<b>OFFICIAL PLAN INTRODUCTION</b> .....	<b>5</b>
1.1	Purpose.....	5
1.2	Planning Area.....	5
1.3	Legal Enablement.....	6
1.4	Official Plan Review.....	6
1.5	Plan Content.....	6
<b>2</b>	<b>CORNWALL TODAY</b> .....	<b>8</b>
2.1	Historical Background.....	8
2.2	Site and Situation.....	9
2.3	Existing Land Use.....	10
2.4	Demographic Analysis.....	11
2.5	Municipal Services/Infrastructure .....	15
2.5.1	Sewage Collection and Treatment .....	16
2.5.2	Central Water Supply .....	17

2.5.3	Solid Waste .....	17
2.5.4	Fire Protection.....	18
2.5.5	Police Protection.....	18
2.5.6	Transportation.....	18
2.6	Institutional Facilities.....	20
2.7	Parks and Recreation.....	20
2.8	CLIMATE CHANGE & ENVIRONMENT .....	22
2.8.1	Climate Change Mitigation.....	23
2.8.2	Climate Change Adaptation .....	24
<b>3</b>	<b>DEVELOPMENT GOALS .....</b>	<b>26</b>
3.1	Future Development Concept.....	26
3.2	Goals .....	28
3.2.1	General.....	28
3.2.2	Social.....	29
3.2.3	Economic .....	29
3.2.4	Physical .....	29
3.2.5	Environmental.....	30
<b>4</b>	<b>PLAN OBJECTIVES, POLICIES AND ACTIONS.....</b>	<b>31</b>
4.1	Agriculture .....	31
4.2	Residential.....	34
4.3	Commercial .....	41
4.4	Industrial.....	45

4.5	Transportation .....	46
4.6	Water and Sewer .....	50
4.7	Protective Services.....	54
4.8	Parks and Recreation.....	55
4.9	Institutional .....	59
4.10	Environment.....	60
<b>5</b>	<b>GENERAL LAND USE PLAN .....</b>	<b>68</b>
5.1	Land Use Criteria.....	68
<b>6</b>	<b>OFFICIAL PLAN IMPLEMENTATION.....</b>	<b>70</b>
6.1	Development Bylaw.....	70
6.1.1	Approval of Development or Change of Use .....	71
6.1.2	Development Agreements.....	71
6.1.3	Variances.....	71
6.1.4	Development Assistance and Promotion.....	71
6.2	Budgeting .....	72
6.2.1	Budget Policies .....	72
6.2.2	Capital Priorities .....	72
6.3	Review .....	73
6.4	Amendments.....	73
6.5	Appeal Procedure.....	74
	<b>APPENDIX A – MUNICIPAL WELLFIELDS.....</b>	<b>75</b>

**APPENDIX B – DESIGNATED MIXED-USE CORE..... 76**

**FIGURES**

Figure 1 Population Change, Cornwall, and Charlottetown CA, 2001-2016.....12

Figure 2 Population Change, Town of Cornwall, Charlottetown, 2001-2016.....13

Figure 3 Dwelling Unit Approvals by Type, Town of Cornwall, 2010-2020.....14

Figure 4 Population Forecast, Town of Cornwall, 2001-2036.....15

Figure 5 General Land Use Plan.....69

Figure 6 Cornwall's Wellfields. Source: WSP Source Water Protection Plan, October 2020  
75

Figure 7 Designated Mixed-Use Core - included properties highlighted.....76

**TABLES**

Table 1 Land Use Summary, Town of Cornwall, 1997-2016 .....11

Table 2 Recreation Facilities, Town of Cornwall, 2019 .....21

# 1 OFFICIAL PLAN INTRODUCTION

**This document together with any Appendices or Amendments constitutes the Official Plan for the Town of Cornwall.**

## 1.1 PURPOSE

The Official Plan for the Town of Cornwall is a formalized statement of Goals, Objectives, Policies, and Plan Actions approved by the Town Council. The Plan addresses the nature, extent, and pattern of land use and development within the Town until 2036.

The Town's Goals as set out in the Plan indicate overall policy direction, while the Objectives and Policies deal with specific topics and issues. Plan Actions are statements indicating specific initiatives or directions that will be undertaken to implement the Plan's Policies and Objectives.

The Official Plan guides the physical, social, and economic development of the Town. It provides the policy framework for the Town of Cornwall Development Bylaw and policy direction for Council's actions in relation to economic development initiatives; public works; social programs; municipal services; environmental standards; and fiscal management.

## 1.2 PLANNING AREA

The Official Plan covers the geographic area contained within the legal boundaries of the Town of Cornwall. Although the Plan formally addresses only those matters that arise within the Town's legal

boundaries, consideration has also been given to the Town’s relationship with adjacent municipalities, the region, and the province as a whole.

### 1.3 LEGAL ENABLEMENT

The Town of Cornwall derives the majority of its powers from the *Municipal Government Act* and the *Planning Act*. The *Municipal Government Act* adopted by the Province of PEI on December 23, 2017, requires the Town to provide “municipal planning services, including an official plan and bylaws”, make other bylaws and/or implement programs and strategies to help implement other aspects of the Official Plan. The *Planning Act* empowers Council to appoint a Planning Board, adopt an Official Plan, and, subsequently, to adopt implementing land use and development control bylaws.

### 1.4 OFFICIAL PLAN REVIEW

This Official Plan will be monitored on an ongoing basis to ensure its compatibility with changing circumstances. This document is the result of the third comprehensive review of the original 1997 Official Plan. It was undertaken by Stantec Consulting Ltd. in 2019 and completed in 2022. Subsequent reviews will be undertaken consistent with the provisions of the *Planning Act*.

### 1.5 PLAN CONTENT

The *Planning Act*, R.S.P.E.I. 1988, Cap P-8. requires an Official Plan to include:

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

This document contains six sections:

1. Official Plan Introduction
2. Cornwall Today
3. Development Goals
4. Objectives, Policies, and Plan Actions
5. General Land Use Plan
6. Official Plan Implementation.

This first section deals with the purpose, scope, and legal framework for the Official Plan. The second section summarizes relevant background studies and provides a description of the physical,

social, and economic characteristics of the town. The third provides a broad summary of how the Town desires to see its development unfold.

The fourth section is the core of the document, stating objectives, policies and intended actions for specific topics. The fifth includes the General Land Use Plan, which addresses the General Land Use Map on which the Town's Zoning Map is based. The last section sets out the process for administering and implementing the Official Plan and Development Bylaw.

## 2 CORNWALL TODAY

In 1995, following a Provincial Government initiative to restructure municipal government in the Charlottetown and Summerside Areas, the municipal councils of the former Communities of North River, Cornwall, and Eliot River agreed to amalgamate to form a single town. The name Cornwall was selected through a plebiscite of area residents shortly after the new incorporation was announced. With a population of 4,291 recorded by the 1996 Census, the new town was immediately the fourth largest municipality in Prince Edward Island. In subsequent decades it has continued to grow and thrive.

### 2.1 HISTORICAL BACKGROUND

Mi'kma'ki, the traditional, unceded territory of the Mi'kmaq, comprises all of Prince Edward Island and Nova Scotia, eastern New Brunswick, the Gaspé peninsula, and southern Newfoundland. Mi'kmaq have called this region home for over 12,000 years. PEI is part of the Epekwitk aq Piktuk (PEI and Pictou) district, one of the seven traditional Mi'kmaq districts of Mi'kma'ki. In Mi'kma'ki, oral and archeological history tells of seasonally patterned habitation and resource harvesting — spring and summer spent on the coast, fall and winter inland. The Mi'kmaq have historically used Nemtaq (North River) for fishing, travelling, and campsites along its shores. The area also has Traditional (“within living memory”) use including animal trapping, wild fruit, and berry harvesting.

All of Mi'kma'ki is covered under the Peace and Friendship Treaties, and while the treaties were entered into, the Mi'kmaq were never conquered, and never surrendered, gave up or ceded their land. Mi'kma'ki is still Mi'kmaq territory, and the Peace and Friendship Treaties serve as a foundation for the relationship of the Mi'kmaq and all citizens of the region.

The earliest known European settlement in the Cornwall area was by French farmers in the North River area in the mid 1700s. The first English-speaking settlers arrived in 1790. While farming

remained the dominant economic activity throughout Cornwall's history, a significant shipbuilding industry was founded in North River in the early 1800s and continued for more than 100 years before declining in the 1920s.

The presence of the North River required early residents of the area to travel to Charlottetown overland via Milton, restricting early residential development. The first street in the area was the West River Road. It is shown on an 1813 map, running from the West (Eliot) River through Cornwall along the present Cornwall Road, past the East Wiltshire cemetery and northerly to merge with Highway 248. It then crossed the North (York) River in Milton to join the old Princetown (Malpeque) Road.

The road lost its status as the main route to Charlottetown in 1824 when a bridge was built across the North (York) River near the site of the present causeway. Remnants of the old bridge approach were visible for many years. The wooden bridge was destroyed twice by spring ice and was finally replaced in 1913 with a steel bridge. The steel bridge gave way to a causeway in the mid-1950's, when the Trans-Canada Highway (TCH) was constructed. In addition to the early bridges, a ferry service ran between York Point and Charlottetown from the early 1800s to the mid 1950s.

The name Cornwall dates to the early 1800s when the Newson family from Cornwall, England, settled in the area. In the 1878 Atlas, the site of the former Village of Cornwall is referred to as Pye's Corner. The name Cornwall was later selected by the predominantly English settlers. The Eliot River area was also settled by farmers in the early 1800s.

The first municipal incorporation in the area occurred when Cornwall became a Village in 1966. The balance of the original school district around Cornwall was primarily rural and remained unincorporated until the formation of the Eliot River Community Improvement Committee (CIC) in 1975. In 1974, the former school districts of York Point, East Wiltshire, and Warren Grove joined to form a CIC, which was later re-named the North River CIC in 1981. In 1983, amendments to Provincial legislation changed the designation of the three jurisdictions to "Communities" and in 1984 the Warren Grove area was given permission to form a separate community.

## 2.2 SITE AND SITUATION

The Town of Cornwall has grown on the west side of the North River facing Prince Edward Island's capital and largest city, Charlottetown. Terrain in the town tends to be gently rolling and the landscape is highlighted by dramatic water views over the North (York) River to the east and the West (Eliot) River to the south and west. The TCH has traditionally bisected the town connecting it to Charlottetown to the east, via the North River Causeway, and to Borden-Carleton and the Confederation Bridge approximately 48 kilometers to the west.

An important change addressed by this Official Plan is the re-routing of the TCH in Cornwall. As of October 2019, the highway has been established in a new right-of-way north of its traditional route through the center of the community. The historic Trans-Canada extending from the Terry Fox Centre at the Town's western limit to the North River Causeway, which formed the spine of the Town's road network and its primary commercial corridor, has become Main Street. The new

highway bypasses the major developed areas of the town running primarily through farmlands before rejoining its long-time route close to the North River Causeway. Whereas many residences and businesses had direct access to the former highway route, access to the new highway bypass is strictly controlled with a newly constructed exit within the Town Limits connecting the highway to the core area of the town via Cornwall Road, as well as a second exit via the existing roundabout where York Point Road and North York River Road meet Main Street.

The previous version of this Official Plan noted “Cornwall’s location along the province’s main transportation route between the Confederation Bridge and the Capital City gives it advantages for economic activity in retailing and tourism” but “restrictive access policies along the TCH are ... having an adverse effect on the Town’s ability to develop” and creating a barrier “between the north and south portions of the Town.” The Bypass should alleviate these concerns and allow the town to develop a safer, more pedestrian-oriented core area.

### 2.3 EXISTING LAND USE

The Town of Cornwall covers 2,690 hectares (6,647 acres). Fifty-seven percent of this area remains in active agricultural use. Less than one-third of the area can be classified as “developed,” with the remaining lands being forested, wetland or “vacant.” Given the physical size of the town and the tendency for recent residential developments to be more densely developed (due to the current requirements for central services), it is evident that significant agricultural activity will remain in the town for the foreseeable future.

According to the 2016 Census of Canada, Cornwall had 2,132 dwelling units of which 2,025 (95.0%) were occupied. Of these occupied units, 1,350 were classified as single-detached homes, 200 as semi-detached, 165 as rowhouses, 30 as duplex units, 120 as units in low-rise apartments, and 165 as movable dwellings. The town has no high-rise apartment structures (i.e., five or more storeys). There were also 41 cottages, several of which are used on a year-round basis. In addition, 142 vacant residential lots are available with water and sewer services, and 45 other vacant, unserviced approved lots and 101 vacant cottage lots are available without services (Table 1).

The pattern of development reflects the three former communities from which Cornwall was formed. The former Community of Cornwall is the most densely developed area within the town, both residentially and commercially. Most businesses in the town are clustered along or adjacent to the former TCH route between the Meadowbank Road and John Street intersections. A second cluster of businesses is found on the easternmost section of the highway as it approaches the North River Causeway. Major residential areas are south of the TCH to the east of York Point Road and to the north of the TCH along the Kingston Road running westward toward East Wiltshire Intermediate School.

The former Community of Eliot River was dominated by one large residential subdivision (Eliot Park) to the north of Ferry Road and some adjacent strip development. Further east along the shoreline of the West River is KOA Holiday Haven, a large seasonal campground and RV facility.

**Table 1 Land Use Summary, Town of Cornwall, 1997-2016**

	1997 OP	2003 OP	2011	2016
Single-detached homes	909	1,132	1,338	1,350
Duplexes	47 (94 units)	58 (116 units)	85 (170 units)	100 (200 units)
Multiple units	202	226	260	285
Mini home units	192	197	169	165
Total occupied residential units	1,397	1,671	1,937	2,025
Vacant serviced residential lots	202	171	142	190
Vacant unserviced residential lots	76	55	45	100
Cottage lots (developed)	56	39	41	
Vacant cottage lots	146	103	101	
Businesses (commercial & home based)	56	99	118	
Pits	3	4	5	
Town area (acres)	6,647	6,647	6,647	6,647
Agricultural lands (acres)		4,623	3,800	

Source Town of Cornwall and Census of Canada, 2011 and 2016

In its 25 years as an incorporated town, Cornwall has seen extensive infilling and growth to the south. Residential areas have expanded to the north and south of the Main Street corridor (Madison Heights and Hillside Meadows). New subdivisions have also established along Ferry Road (Riverview Place), and on the waterfront (Sunrise Cove Subdivision and River Point Estates). While these residential developments, as well as others such as West River Estates provide good homes in attractive neighbourhoods, the previous Official Plan expressed concern with the “scattered or disjointed” development pattern and the need to develop a “central focus.”

Those issues remain high priorities for the Town. The character of the community is still dispersed, although progress has been made through infill or construction within already developed areas of the town, particularly the core around Main Street. The Harvest Hills subdivision continues to develop near the Town Hall and APM Centre, and West River Estates is under development south of Ferry Road beginning within 500 metres of the intersection of Ferry Road and Main Street. The construction of several low-rise apartment buildings near the roundabout on the TransCanada, signals a shift to increased density in urban-style accommodation. The re-positioning of the former highway corridor as Main Street should open many more opportunities to create a vibrant community centre. Among them will be further intensification of residential development on Main Street, shifting the orientation of commercial development from vehicle to pedestrian access, and improvement of access to and circulation around the Town Hall and APM Centre.

## 2.4 DEMOGRAPHIC ANALYSIS

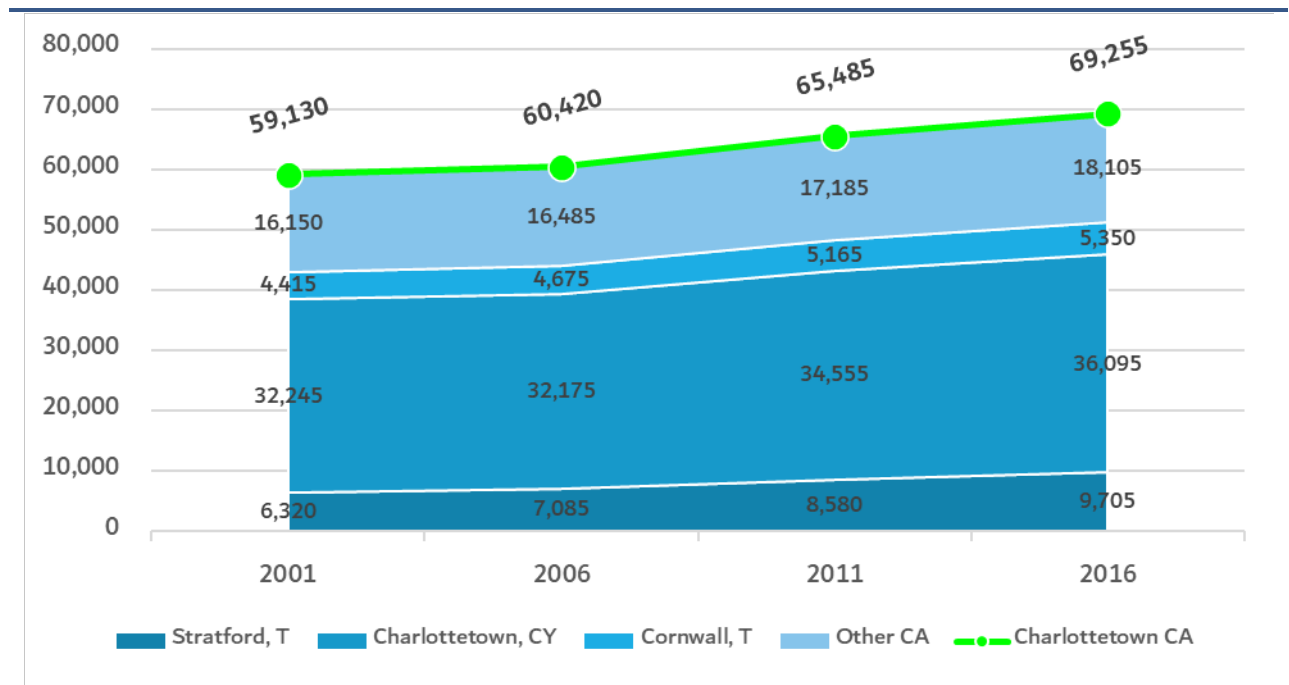
The population of 4,291 counted by the 1996 Census of Canada, the year after Cornwall, Eliot River, and North River amalgamated to become the Town of Cornwall, represented a 5.9% increase from the combined population of the separate municipal units at the preceding census in 1991. The

### 11 Town of Cornwall Official Plan

town has continued to grow steadily since. Population increased by 2.9% from 1996 to 2001. From 2001 to 2006, it again rose by 5.9% and, between 2006 and 2011, it surged by 10.5%. The rate of increase then dropped to 3.6% in the most recent census period between 2011 and 2016. Since 2016, however, development permit data discussed below suggests it has surged again.

The town's steady growth has tracked the overall increase in the Charlottetown Census Agglomeration (CA). The CA is the urban core of Queens County (i.e., the City of Charlottetown, Cornwall and the Town of Stratford, and adjacent areas identified as Other CA in the figure). The projections suggest Cornwall will continue to grow but at declining rates, if trends of the past 15 years continue. From 2001 to 2016 Cornwall gained 935 residents or 21.2% more, in the context of a 17.1% increase across the CA. Cornwall has modestly increased its share of population in the county, going from 7.5% in 2001 to 7.7% in 2016. From 2011 to 2016, however, the CA grew by 5.6% while the town's population increased by just 3.6% (Figure 1).

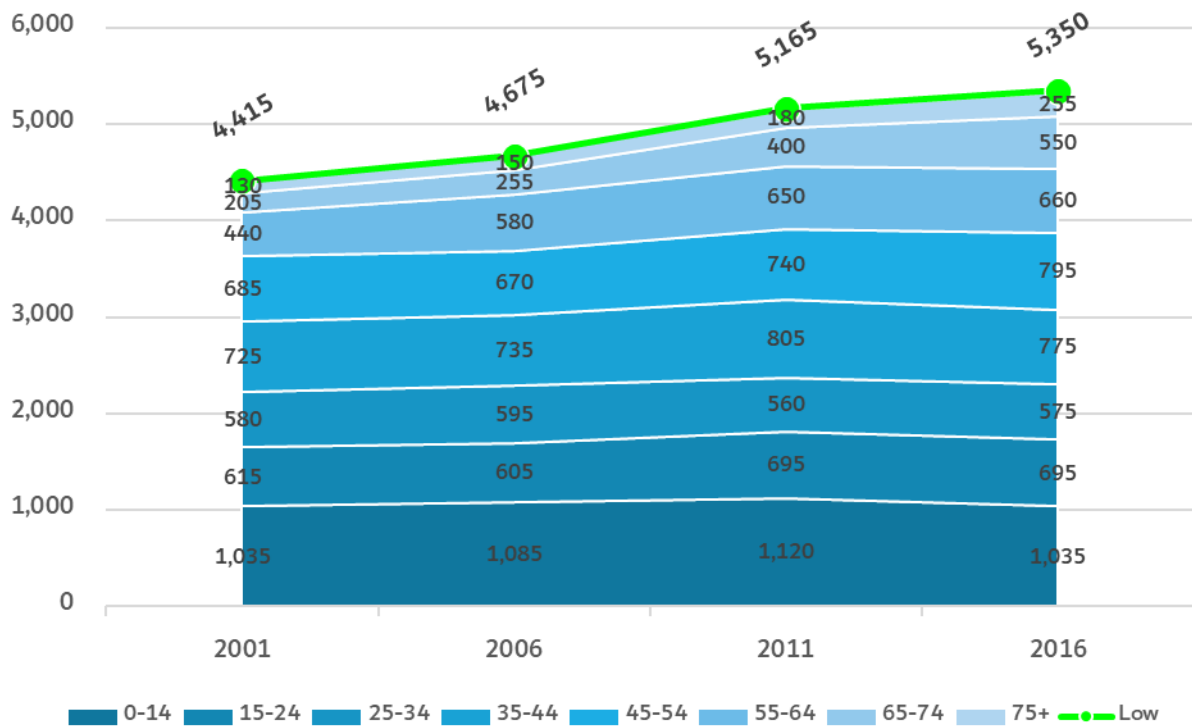
**Figure 1 Population Change, Cornwall, and Charlottetown CA, 2001-2016**



Source: Census of Canada 2001-2016

Population growth in Cornwall slowed because the town's population has been aging. This is the most common reason for population decline across Canada and is much more influential in rural areas than in towns like Cornwall. Nevertheless, it has been a recent feature of population change in Cornwall, where the number of children (0 to 14 years) and numbers in the primary child-bearing age group between 25 and 34 years have also been essentially static while the number of seniors (65 years and over) has increased by 140% (2001 to 2016) (Figure 2). If the trends of 2001 to 2016 were to continue into the future moderate growth that would eventually give way to moderate decline by 2031.

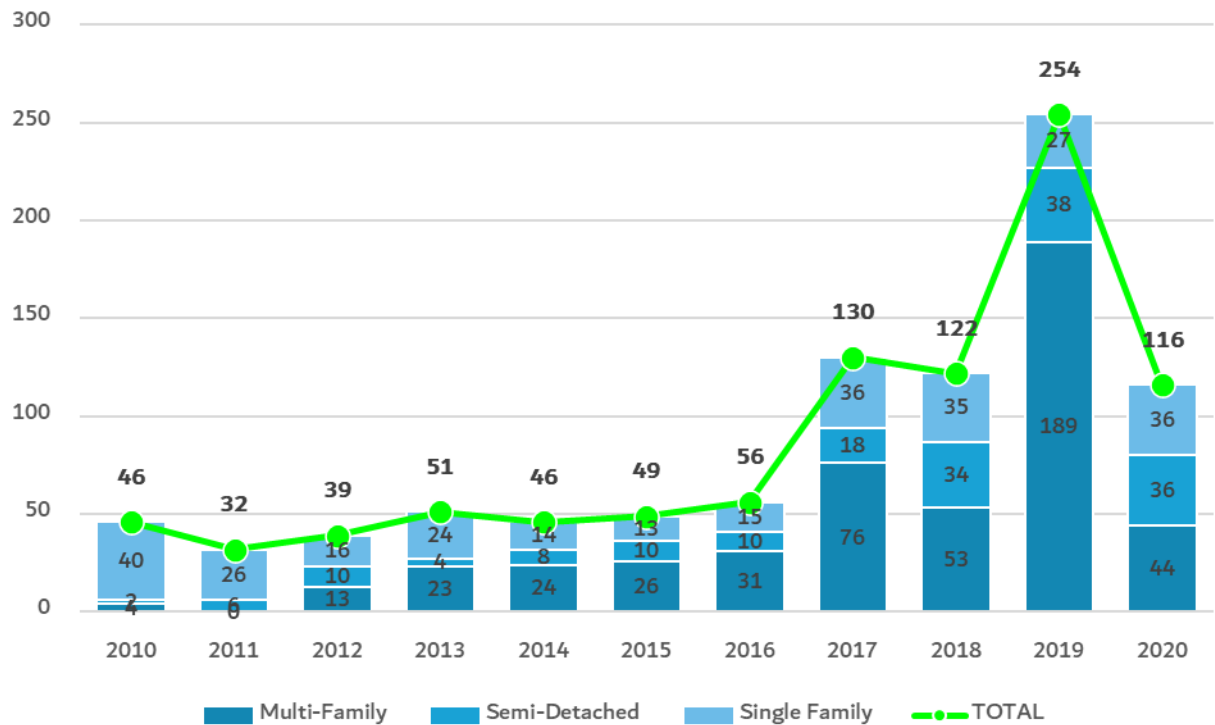
Figure 2 Population Change, Town of Cornwall, Charlottetown, 2001-2016



Source: Census of Canada 2001-2016

To grow as a community Cornwall must attract new population through residential development, which the town has, in fact, been doing. From 2017 to 2020, the Town of Cornwall has issued development permits for residential buildings containing 622 new dwelling units, with substantial additions in multiple unit dwellings as well as single-detached housing (TOTAL in Figure 3). Additions in 2019, as this Plan was being prepared, reached an unprecedented level with nearly five times as many dwelling units added as in any year between 2010 and 2016.

**Figure 3 Dwelling Unit Approvals by Type, Town of Cornwall, 2010-2020**



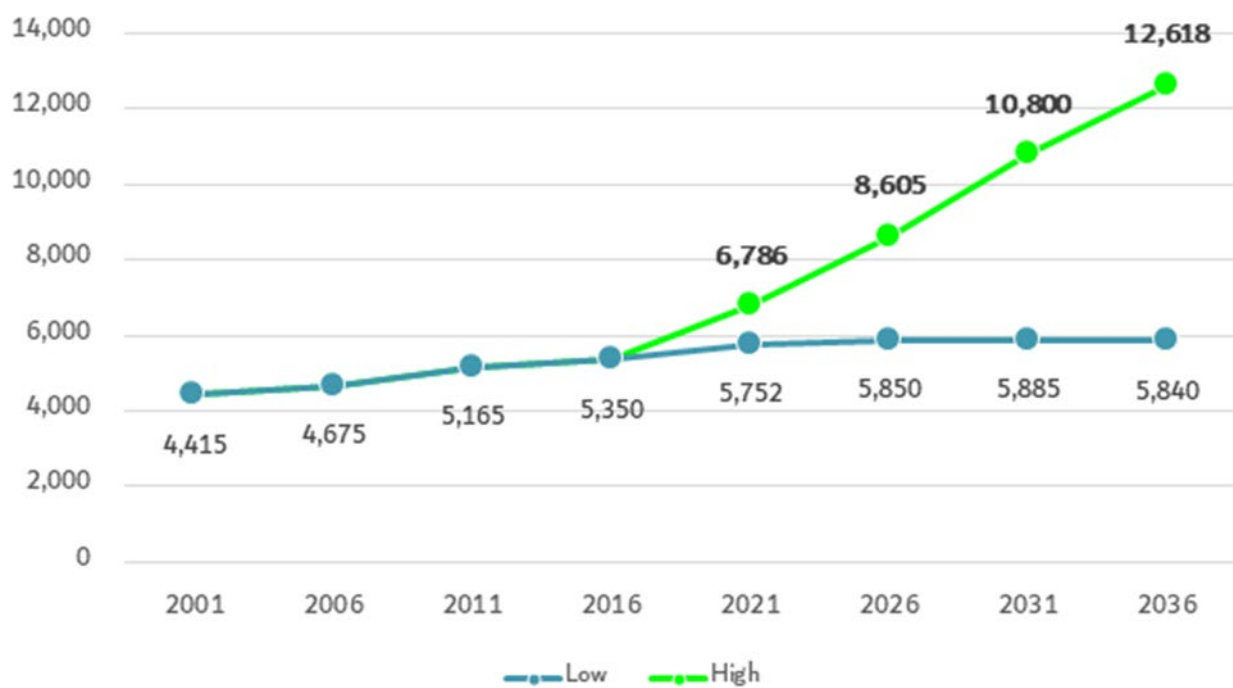
Source Town of Cornwall

While a count of additional population in Cornwall will not be available until the 2021 Census is processed in 2022, the recent burst of development suggests a considerable increase should be expected. The units added in Cornwall from 2017 through 2020 should accommodate well over 1,000 people based on typical occupancy rates recorded by the 2016 Census for single-detached, semi, and apartment units in Cornwall. If the recent pace is maintained through 2021, more than 1,600 people will be added.

The impact of recent growth, if it can be sustained over 20 years to 2036, will be substantial as depicted in Figure 4. The “Low” projection in the figure reflects continuation of the town’s 2001 to 2016 trend leading to moderate but declining population increases to 2031 followed by a slight decrease in residents between 2031 and 2036. The “High” trend, by contrast, reflects continuation of recent levels of residential development, under which conditions Cornwall’s population will increase by roughly 2,000 every five years to reach more than 12,000 residents in 2036.

To sustain the recent increase in development and the addition to the town’s population it should induce, new properties will have to be developed. The town continues to have significant undeveloped properties within the serviced area as well as the ability to add dwelling units through development and intensification, although some areas will have to be converted from agricultural use to accommodate the full potential of the community.

Figure 4 Population Forecast, Town of Cornwall, 2001-2036



Source Census of Canada, 2011 and 2016, Stantec Consulting Ltd., projection, 2021-2036

As we have completed this plan document, Cornwall and all Canada have been affected by the COVID-19 shutdown, which has temporarily slowed the economy in PEI and around the world. Whether the end of the social distancing protocols required to stem the disease’s spread will restore activity to previous levels or the effects of the economic shutdown will linger is very difficult to say. The difficult period it has created raises uncertainty concerning the long-term effects and trends across various sectors of the economy. The Town can expect to face challenges to resume its growth, particularly in the balance of 2021 and whatever further time might be required to bring the disease under control. When the virus subsides, however, we would expect Cornwall to resume its growth with the Charlottetown region.

The premise of this Official Plan, based on consultation with the public and Cornwall Town Council, is that the Town wishes to accommodate a growing population in development compatible with the existing character of the community. Serviced land that is currently undeveloped, new lands opened by the realignment of the TCH, and intensification of development within the town’s core all offer opportunities for land development that will foster and sustain continued growth. Plan policies are therefore based on the expectation of growing the town’s housing stock to accommodate a population of approximately 12,500 by 2036.

## 2.5 MUNICIPAL SERVICES/INFRASTRUCTURE

The Town of Cornwall provides residents with a full array of municipal services. The Town provides planning and development control services directly through the Planning Department. The Recreation Department manages parks and recreation facilities and services but collaborates in many

cases with community groups. The Cornwall Water and Sewer Utility, a town-owned municipal utility corporation, manages the Town's water and sewer systems.

Other services are contracted, including policing, which is provided by the RCMP, and fire protection, which is provided by the private North River Fire Department. Solid waste management is provided by the provincial crown corporation, Island Waste Management, and the Province directly administers all public roadways within the town, although the Town supports the Province, particularly through complementary control of land use and development.

The Town is also supported by important not for profit and volunteer organizations. The Cornwall and Area Watershed Group is a community-based group dedicated to protecting and enhancing local waterways through watershed planning and active support for environmental stewardship through collaboration among interested residents, property owners, and government. The group's priorities include restoration and protection of wildlife habitat, maintenance of water quality, and encouragement of active living through increased recreational opportunities. Volunteers with Citizens on Patrol drive patrols and report suspicious activity to the RCMP. As noted, a variety of organizations assist with the promotion and programming of recreation activities.

### **2.5.1 Sewage Collection and Treatment**

The Town treats sewage from its serviced area through two aerated lagoons. One facility serves the core area of the former Community of North River and the other serves the former Community of Cornwall area and parts of Eliot River along the Ferry Road. Both lagoons are operating well and are considered to have capacity for approximately fifteen years based on a 2% per year increase in population. If Cornwall develops at the low rate, we have calculated based on the composition of its current population (i.e., 0.28% annually), current capacity is clearly more than adequate. On the other hand, if development in the town continues at the pace of recent years, which we have calculated will result in annual growth rate of 2.41% to 2036, treatment systems will be stressed. As the Province of PEI does not allow new treatment facilities to discharge to a watercourse, the Town will need to focus on either upgrading and/or expanding the existing treatment sites or finding other solutions such as a regional approach. The Town and its Utility have begun work to plan the dredging of both of its treatment lagoons to address this possibility.

The sewage collection system currently serves the majority of homes in the town. Lift stations and force mains have been kept to a minimum. The collection system is efficient and in reasonably good condition. Presently there are nine full-sized lift stations servicing hundreds of dwelling units throughout the town. A small Simplex lift station exclusively services the Terry Fox Complex in the western end of the town.

Extensive land areas to the northwest and southeast of the core are unserved. While agriculture is the dominant land use in both directions, lands to the southeast include several estate subdivisions as well historic cottage areas that are not connected to the municipal network. Some of these areas have encountered issues with water and wastewater management, which in some cases is provided through shared systems and in others is dealt with on individual properties through private septic systems and wells.

### 2.5.2 Central Water Supply

All water supplied by the Town of Cornwall comes from groundwater sources. Both the former Community of Cornwall and the former Community of North River had separate central water systems, while properties in Eliot River relied on individual wells. The current supply wells are on the East Wiltshire School property (two wells), on Town-owned land between 31 and 45 Kellow Drive (one well), and on the Westwood Primary School property (three wells). A small independent water system at the River Point Subdivision on York Point was taken over by the Town in 2006.

In 2000, the Town linked the Cornwall and North River water systems together and chlorine treatment of the water was added. In 2002, a water reservoir was built in the Cornwall Business Park to add storage capacity and increase options for fire rated water supply to accommodate further commercial and industrial development. In 2013, a booster station was installed at Eliot Park to increase the water pressure in that area.

The capture zones of all three wellfields underlie areas of urban development and agricultural activity. The capture zone of the Meadowbank field also extends into Meadow Bank, now part of the amalgamated Rural Municipality of West River, immediately south of Cornwall. CBCL Consulting Engineers prepared a Wellfield Protection Plan for the Town in 2006. The Wellfield Protection Plan delineated the wellfields, summarized land uses and risks within each field, and recommended protection zones for each (see Appendix A). The Plan, however, has not yet been implemented. The areas are zoned for their current uses, which in all three cases include current and planned residential development covering the full range of residential densities permitted in the town, institutional lands, and agriculture. The Meadowbank field also underlies commercial properties at west end of Main Street near its intersection with Meadowbank Road.

Notwithstanding improvements undertaken to the system, some areas of the town do not have fire rated water and some areas within the town have less than desirable pressure. For the most part, inadequate pressure is attributable to smaller diameter distribution pipes that are being gradually upgraded.

In its 2021 Budget, the Town has allocated funds to develop a fourth wellfield near the town's western limit immediately north of Main Street.

### 2.5.3 Solid Waste

In 2002, the Province launched the Waste Watch program through which it transferred waste disposal responsibilities from municipalities to the Provincial Crown Corporation, Island Waste Management. Waste Watch features a three-stream source separating system that encourages composting and recycling to reduce waste disposal to landfills. The Town has no responsibility for collection or disposal of solid waste but supports the Waste Watch program.

#### **2.5.4 Fire Protection**

The North River Rural Fire Company has provided fire protection services to the Town of Cornwall and its neighbours since its incorporation in 1965. This company is an independent entity which is operated by its Board of Directors. Council respects and will continue to support this autonomy.

The North River Rural Fire Company is located on the south side of Capital Drive near the roundabout. Currently, the Company has a modern fleet of pumpers, tankers, combination trucks, and a 65-foot ladder truck, along with a tactical rescue van, utility/medical vehicle, boat, and pickup truck.

Development of the Cornwall Business Park and construction of the water reservoir has allowed the Town to offer fire rated water in the Business Park and other areas of the Town. As the municipal water system is upgraded and expanded, fire rated water should become available in more parts of the Town as well. A large portion of the Town does not have fire flow capability due to constricting water main sizes. The Town will undertake corrective measures such as upgrading water main sizes, pressure booster pumps, and/or additional wells where opportune. Long-term improvements may include an additional water reservoir in the town or development of a regional water supply system.

#### **2.5.5 Police Protection**

Since its amalgamation in 1995, the Town of Cornwall has contracted with the Province for the services of the Royal Canadian Mounted Police (RCMP), which transitioned to a direct contract with the Government of Canada in 2012. The Town's contract funds four full-time officers stationed at the Force's Maypoint Detachment in the West Royalty area of Charlottetown close to the Causeway. In late 2020, the RCMP purchased a property on Mercedes Dr near Town Hall. They intend to build a new Queens County Detachment on this property.

Additional law enforcement resources may be required as the community continues to grow. Residents support the detachment through the Citizens on Patrol program noted in at the beginning of this section.

#### **2.5.6 Transportation**

With the exception of several private roadways, streets in the Town of Cornwall are owned and maintained by the Provincial Government. The Town's role is therefore largely limited to working with the Provincial department responsible for transportation to identify priorities for street construction, upgrading, and maintenance. Transit services are provided by T3 (Take Transit Today), the bus system jointly operated by the City of Charlottetown and the Towns of Cornwall and Stratford.

Historically, the portion of the TCH recently renamed as Main Street has been the centrepiece of Cornwall's transportation system along with York Point Road, Meadowbank Road, Ferry Road, Cornwall Road, Kingston Road, and Warren Grove Road. The re-routing of the highway to bypass the core of the town, will facilitate the redevelopment of the old highway route. The consulting firm, Ekistics, which has recently renamed itself to Fathom Studio, prepared a redevelopment plan for

Main Street (the former TCH corridor) that envisions a more pedestrian-oriented mixed-use street. The Ekistics Main Street Spatial Plan calls for a more urban style of development characterized by residential-commercial structures up to and including six storeys high. Fully developed, the corridor will have a much higher density than any current area of the town. Main Street's anticipated large resident population will maximize the benefit from underground services already in place and the capacity of the road, which has accommodated much larger volumes in the past. It should also be supportive of transit and Active Transportation modes (i.e., walking, cycling, and other self-propelled forms of transportation).

Conversion of the former TCH to Main Street has improved its ability to support alternative transportation modes, which are anticipated to expand over time. The street is already served by bus T3 Route 9 between Charlottetown and Cornwall. Reduction of through traffic on the street has improved traffic flow for buses, facilitate the incorporation of transit-related infrastructure (e.g., shelters and laybys), and enhance safety of passengers who generally combine bus trips with pedestrian and, sometimes, cycling trips.

Pedestrian and cycling safety on the street should be immediately improved by reduced traffic speed and volume. In the longer run, the Main Street Spatial Plan has proposed infrastructure improvements to support pedestrian and bicycle use on the street, including and most notably the development of a Cycleway on Main, which has already begun to be constructed. Relaxation of the access restrictions on Main Street applied when the roadway was a highway from the western edge of the town to the North River Causeway has allowed the resolution of several property access issues including provision of direct access from Main Street to the Terry Fox Complex; from Jessie Street to Main Street at the Business Park; and to the Town Hall and APM Centre. Access to the Eliot River School remains one area of continued discussions. The access to the Town Hall and APM Centre is a particularly important improvement.

Several transportation infrastructure issues will nevertheless remain on Main Street and elsewhere in the town. The complex intersection where Meadowbank Road and Cornwall Road meet Main Street has been partially addressed by the realignment of Cornwall Road to meet Meadowbank Road. The change, which was completed during the summer of 2019, will facilitate traffic flow to and from the interchange on the new highway for which Cornwall Road is the primary approach. Issues may however remain with the junction of Ferry Road with Main Street, which is within 80 metres of the Cornwall Road/Meadowbank Road intersection, and with Alcan Drive and MacArthur Drive, which feed into Ferry Road close to its junction with Main.

Another intersection improvement related to the transition to Main Street is the connection of Jessie Street to Main Street. Extension of Jessie Street to meet Main at W. B. MacPhail Drive was identified as desirable in the previous version of this Official Plan to facilitate access to the Town's Business Park. The intersection between Main and W. B. MacPhail Drive currently has traffic lights. The previous Plan emphasized the need to facilitate access to the Business Park within the Town. This is less important now that Business Park users have relatively straightforward access to the TCH via the roundabout roughly two minutes away. The connection will, in the summer of 2021, nevertheless create a second access to Main Street for residents of Madison Heights, which will be beneficial to their safety as well as their convenience.

Smaller scale traffic issues are a concern on local streets such as Kellow Drive. Safety is also a concern around all of the town's school sites. Now that the new TCH alignment is operational, it will be interesting to observe traffic patterns and assess the functionality of infrastructure such as the roundabout.

## 2.6 INSTITUTIONAL FACILITIES

Cornwall has three schools. Westwood Primary School has approximately 545 children attending Kindergarten and grades 1, 2, and 3 according to Provincial records for 2018. Approximately 25 children attend their after school program as well. Eliot River Elementary School had 472 children attending grades 4, 5, and 6 the same year, and East Wiltshire Intermediate School had 587 children attending grades 7, 8, and 9. In addition, Bluefield Senior High School is roughly 10 minutes (10 kms) from the town in the Rural Municipality of Hampshire. As other communities increasingly see their children bussed long distances, access to nearby schools serving Cornwall allow the town's children to receive high quality education close to their homes, an appealing feature for young families considering a residential location.

Cornwall is also well supplied with religious facilities with four churches within its boundaries, while a fifth congregation rents the APM Centre gym for Sunday services. There are no hospitals within the town; however, the Queen Elizabeth Hospital, the largest hospital in the province, is only a 15-minute drive over the North River Causeway. One of the town's two pharmacies is host to a medical clinic featuring a doctor's office with a doctor and two nurse practitioners, and there are also two physiotherapy clinics and two dental clinics to address local day-to-day health needs, as well as one vet clinic.

The town is, however, lacking in community care facilities. As discussed in Section 2.4, above, 15.1% of town residents are over the age of 65 and that proportion is likely to grow toward 20% over the next decade. One-level detached and attached housing can meet the needs of these individuals, particularly as they enter their senior years. Apartment buildings and homes for special care are frequently needed as individuals continue to age. The Town would like to see more accessible housing, particularly barrier-free and/or with ground level accessible designs.

The only provincial government facilities in Cornwall, other than the schools, are the Liquor Control Commission retail outlet and Cornwall Public Library, the latter of which is jointly operated by the Town and Province in space within the Town Hall building. The only Federal Government facility is the Post Office. While these facilities provide useful services, there is certainly an opportunity and need for the development of other government facilities and offices in the Town. Similarly, the Town is supportive of the arts and cultural community and its partners and would like to strengthen the presence of arts and culture within the community.

## 2.7 PARKS AND RECREATION

Cornwall has a rich array of other recreation programs and facilities (Table 2). Similar to institutional facilities, very few communities of any size in PEI can match Cornwall's recreational infrastructure.

The APM Centre is the most prominent facility in the community given its location next to the Town Hall. It was built in 2002 through “Communities 13 Inc.,” a joint venture of Cornwall and twelve surrounding communities. The building includes an ice surface, gymnasium, walking track, and fitness room. Communities 13 Inc. is paying down the capital debt of the facility and working with centre management to maintain its usage. Other facilities in the vicinity of the APM Centre and Town Hall include a dog park, walking trail system, playground structure and a skateboard park.

A second, very important, facility is the Terry Fox Sports Complex, which was built in 2009. The Complex includes two baseball/softball fields; a 7,000-square foot club house with dressing rooms, showers, and washrooms; the privately-operated Rise and Climb Adventure Course; a disc golf course; and a toboggan hill. On the adjacent Eliot River School property are: two artificial turf fields; four tennis courts, two of which double as basketball courts; two beach volleyball courts; and walking trails. The park-like setting of the Complex facilitates movement among the fields and courts, while offering views over the surrounding countryside.

**Table 2 Recreation Facilities, Town of Cornwall, 2019**

LOCATION	FACILITIES
1. Community Gardens	Walking trails, play structure, and garden plots
2. Crystal Park	Swings, play structure, basketball court
3. Hyde Park Trail	Walking trails
4. Lowther Drive Park	Play structure, swings, climber, skate park
5. Lowther Park	Swings, play structure, basketball hoop, back stop, (2) soccer pitches
6. MacKinley Park	Play structure, basketball hoop, swings, soccer pitch with nets
7. MacPhail Park	Swings, basketball net, play structure, spider climber
8. Penzie Lynn Park	Basketball hoop, swings, play structure, spring toy
9. Poolside Park	Heated outdoor pool, swings, climber, outdoor volleyball net
10. Town and Country Park	Swings, play structure, outdoor basketball surface
11. Primrose Point Park	Play structure, swings, teeter totter, soccer pitch
12. Terry Fox Complex	Ballfield (2), turf field (2), tennis court (4)/basketball court (2 - used as ice rinks in winter), toboggan hill, walking trails, club house, outdoor rink, climbing park, disc golf
13. Hillside Meadows	Mini soccer field and nets
14. York Point Field	Baseball and softball diamonds
15. Cornwall Curling Club	4 sheets, viewing area
16. Cornwall Civic Centre	Meeting space, multi-purpose room, kitchen, Lions Club, Cornwall and Area 50+ Club, main hall, outdoor swimming pool
17. APM Centre (regional)	Hockey rink, multi-purpose gym, fitness area, meeting rooms, banquet kitchen, indoor walking track
18. Westwood School	Pony/T-ball field, trails, small soccer field, 2 tennis courts, gym, play structures
19. East Wiltshire School	Baseball and softball diamonds, two tennis courts, main senior soccer field

Source Town of Cornwall

A third centre of recreation facilities is associated with the Civic Centre, which was built in 2011 to replace a smaller aging facility. The Civic Centre structure is connected to the Cornwall Curling Club, which was renovated at the same time as the Civic Centre was built and is adjacent to the Town's outdoor swimming pool. The Town also owns and maintains numerous playgrounds and sports fields throughout the community.

In addition to the facilities listed in Table 2, the Town has access to facilities at East Wiltshire Intermediate School, including two baseball/softball fields and two soccer fields, as well as baseball and softball facilities on land owned by the Maritime Broadcasting System Limited off York Point Road (formerly the CFCY broadcasting site). Sports fields and gyms associated with the three local schools, as well as the ballfields provided on the MBS property, are important community assets but they may not be secure in the long-term.

The Town, along with the other capital area municipalities, wishes to implement the Regional Active Transportation Plan in an effective and cost-efficient manner. Ekistics completed a Recreation Plan for Cornwall while the Official Plan Review was in progress. Ekistics held a public workshop in February 2019 and conducted an online survey over the following two months. The survey found 91% of survey respondents use the Town's parks and recreation facilities. Improvements suggested by the public include better lighting and equipment in existing parks, extension of walking and cycling trail networks, and expansion of winter sports programming options.

The Recreation Plan characterized existing municipal playgrounds as “dated,” adding that their “condition, diversity and appeal is very low.” The Plan identifies four areas lacking in recreation facilities (North River, Sunrise Cove, York Point, and Madison Heights). It also strongly emphasizes the lack of access to the town's extensive waterfront, an issue that was acknowledged in the preceding Official Plan. Five acres of wooded green space associated with Sunrise Cove has not yet been developed in such a way as to provide public access, while another 1.5-acre lot accessed from Waterview Drive in Primrose Point has water frontage. Community members have a strong desire for additional opportunities to view and walk by the water's edge throughout the town, an objective that should be pursued in such a way as to provide access while simultaneously meeting coastal erosion and flooding mitigation goals.

## 2.8 CLIMATE CHANGE & ENVIRONMENT

A varying range of climate change impacts are experienced in different localities, although some impacts are expected to be felt more broadly than others. While protected somewhat from the coastline of the Rural Municipality of West River and the Town of Stratford, as well as the narrow access to Charlottetown Harbour, Cornwall is vulnerable to the coastal and storm surge impacts of climate change – the narrowed river channel may, in fact, cause a higher storm surge water level. Increasing flood risks suggest that ongoing coastal hazard evaluation will be an important part of the assessment of subdivision and development applications and the placement of critical infrastructure.

Other potential effects of climate change that are likely to be experienced in Cornwall include continued rising temperatures, which may impact agricultural activities and residents living in older houses, largely built without air conditioning. More intense precipitation events will impact

infrastructure and agriculture, while heat stress and droughts will impact people and agricultural activities; extreme weather events (post-tropical storms and hurricanes) have and will require emergency management planning and community shelters; and climate impacts on biodiversity will influence tree stands and habitat within the town.

Long term considerations for adaptation of municipal infrastructure may include cooling shelters and other shade features in any expansion or development of community facilities or other municipal infrastructure, the promotion of more dense development, and adaptation in the design and placement of municipal infrastructure. Likewise, proper storm water management will assist in slowing or retaining runoff during extreme events, which will in turn protect waterways and infrastructure.

### **2.8.1 Climate Change Mitigation**

Cornwall is just beginning to link its land use policy approaches to mitigating climate change. In addition to managing the development of land with significant suburban development patterns, the town hosts some industrial activity in the Business Park.

In addition to taking a fresh look at the impacts of land use decisions and general environmental stewardship, the Town has an opportunity to be a leader in the promotion of anticipated technology through policies for its responsible adoption as technologies and techniques to mitigate climate change continue to advance over the next 15 years, while exploring other areas for action such as reforestation and forest preservation.

#### **Energy**

The province-wide adoption of the National Building Code in 2020 promises to improve the standards for new construction. Although the Town has the option to adopt enhanced or more stringent energy efficiency requirements, this would place an added administrative, inspection, and enforcement responsibility on the Town, which has opted to enter into an agreement with the Government of Prince Edward Island for provincial administration of the building code. As building energy-efficiency advances, however, it may be useful to track the energy efficiency features included in new buildings or renovations through development permit applications or to develop programs to incentivize or promote the adoption of energy efficiency approaches.

In particular, demand for renewable energy generation has grown across the province over the last five years, a trend that will likely continue. Meeting the demand for new renewable energy may occur at different scales, from single-detached dwellings, multi-unit dwellings, or larger commercial applications. These systems may also include energy storage systems of varying scales. It is becoming increasingly important to balance the need for, and facilitation of, renewable energy options and climate change mitigation against the potential concerns regarding and resistance to changing technology and their impacts on the landscape in the community.

The Town can influence and support shifts in energy types and technologies, including in the areas of fuel switching, wind and solar energy, and other renewables. In its own buildings and other infrastructure, the Town has even more direct control over the energy efficiency of systems and use

of renewable forms of energy. The development of a community energy plan would offer another opportunity to explore and solidify these approaches, similar to the water conservation efforts the Town has already put in place.

## **Transportation**

Given the largely suburban nature of the town and the fact that most residents drive outside the community for work and shopping, Cornwall remains heavily dependent on fossil-fuel powered vehicles for transportation. Partnership with the City of Charlottetown and the Town of Stratford regarding the T3 Transit System has expanded alternative transportation options and the new cycling route along Main Street has also provided additional infrastructure for active transportation, both for commuters travelling to Charlottetown, as well as between neighbourhoods in the town. The Town's gradual move to increased density also offers a path to reducing greenhouse gas (GHG) emissions through more compact development patterns, although additional density and local employment opportunities would be needed to shift dramatically from the existing travel patterns, both within the town and between the town and neighbouring communities, to have a truly significant impact.

As the COVID-19 experience has demonstrated, however, working from home is an option for many types of work, provided a supportive regulatory structure is in place. Promoting more flexibility in working from home will reduce vehicular travel, a significant factor in GHG emissions in Prince Edward Island.

Cornwall does not currently have a specific approach identified for public charging infrastructure but such a strategy – which might incorporate requirements such as incorporating e-vehicle charging infrastructure in new construction – would also begin to model leadership in a quickly changing environment. The Town has, however, ordered four sets of chargers, which are being installed as this review process winds up.

## **Carbon Sequestration**

With the existing significant amount of agricultural land within the Town's boundaries, and with an estimated 14% forest cover based on the 2010 provincial corporate land use inventory, carbon sequestration opportunities represent another mitigation opportunity for consideration. At minimum, the impact of converting forested areas to other land uses is a valid consideration in zoning and approval discussions. The promotion of reforestation and afforestation efforts through the local watershed group and in other appropriate areas, both to act as carbon sinks as well as to promote ecological health within the watershed, offers additional options for mitigation.

### **2.8.2 Climate Change Adaptation**

As with mitigation approaches, the Town has a role to play in considering climate change adaptation in its land use policies, as well as in its emergency management planning.

## **Coastal and Overland Flooding**

Cornwall's shoreline will experience increased risk of flooding due to storm surge events over time, along with sea-level rise and accelerated rates of erosion due to climate change. The risks posed here include, among other things, the potential for emergency access challenges during extreme events and significant damage to public and private property. These potential hazards suggest that ongoing flood risk evaluation will be an important part of the assessment of subdivision and development applications and the placement of critical infrastructure. The Province continues to build its climate change database and provides the data and coastal hazard assessments as needed.

Cornwall's sensitivity to coastal flooding in low-lying areas in the Hyde Creek and North River watersheds has been identified; assessments by the Province's Climate change Secretariat in June 2021 indicate that the current coastal floodplain extends to 2.23 metres (CGVD2013), while projections for the future (2100) coastal floodplain extend to 3.05 metres (CGVD2013). Given the likely changes to flood risk projections over time, both as patterns shift and as new information becomes available, or even as shorelines continue to erode, it will be critical for the Town to continue to update its policies and development standards as they pertain to those projections as often as new data becomes available.

## **Storm Water Management**

Climate change is expected to result in more frequent intense precipitation events, which may impact existing properties and infrastructure, as well as new development. New development projects should address storm water management by integrating future climate considerations into subdivision design, storm water management, and other infrastructure and asset management. The protection of natural infrastructure in relation to subdivision developments and infrastructure design will enhance and direct overland flow, reducing the burden on hard infrastructure (i.e., fewer pipes in the ground). Sound storm water management will also increase the protection of private landowners and residents from the sometimes-catastrophic impacts of flooding.

# 3 DEVELOPMENT GOALS

The Goals presented in this chapter are broad statements of the overall shared vision of Cornwall’s Council, residents, and property owners for the future of Cornwall. The Goals provide the framework and general direction for the more detailed objectives, policies, and actions set out below.

## 3.1 FUTURE DEVELOPMENT CONCEPT

Previous versions of this Official Plan have noted that the Town of Cornwall has a unique mix of urban and rural values. While both characters continue to be apparent within the town, the expansion of urban development is clear. Although active farms continue to be an important feature of Cornwall, most residents pursue urban occupations in other municipalities and live in traditional suburban subdivisions. Urban development has absorbed additional farmland since 2014 when the preceding Official Plan was approved. Pressures are growing on remaining farm holdings and several farm operators contacted through the review process have indicated interest in developing their lands, generally because the operators are aging, do not have a successor interested in operating their farm, and want to secure their retirement.

Consultation suggests community members expect urbanization and are willing to accept this type of change. The Main Street Spatial Plan, prepared in consultation with Cornwall residents by Ekistics Planning and Design shortly before work on the Official Plan Review began, envisions intense residential and commercial development on Main Street including mandatory development of multi-storey buildings up to six storeys tall.

While integrating Ekistics' recommendations for Main Street is a key theme of this Official Plan, substantial areas flanking the town's developed core can be expected to retain their rural character. In addition to farmlands, these areas accommodate estate subdivisions, cottage areas, the KOA Holiday Haven Campground, and watershed areas among other uses. Unquestionably, controlling development in these areas remains a priority in the interest of preserving the natural environment and, in the case of watercourses and water supply watershed lands, ensuring public safety, as well as maintaining the town's mixed rural/urban character.

Prioritizing areas for development and restricting development in other areas are central features of land use planning. Logically, priority areas for development should be those that are most economical to develop and where development will not compromise existing land uses. Typically, high priority areas will abut or be close to lands that have already been developed, provided the type of development is compatible with existing land uses.

Water and sewer services should also be available with capacity to accommodate additional development or to be economically expanded to support new land uses. Development is normally restricted in areas that do not have access to services or would not be economical to service. Development may also be restricted in areas that are valued for unique natural features, for alternative purposes not easily reconciled with development (e.g., agricultural lands and water supply watersheds), and where development may be unsafe (e.g., floodplains, coastal lands, and steeply sloped lands).

More intensive land use in the town's core will make more economical use of the Town's water and sewer networks. Denser development of new areas within the town will economize on service extensions and increase the tax return from developed property. Critical areas of development potential have also been opened by the new TCH route, with particularly significant potential at the Cornwall Rd interchange and along Main St between Capital Dr and Meadowbank Rd.

Keeping this rural/urban balance in mind, it is evident, however, that Cornwall faces significant pressure for change. High land prices, high commercial taxes, and significant traffic congestion in Charlottetown all tend to create an opportunity for development on the periphery of the city. There are also indications that Stratford, which has been the fastest growing community in the region since municipal reorganization in the 1990s, is encountering similar issues as Charlottetown. With land available, Cornwall's advantageous location, accessibility, reasonable land values, low commercial taxes, and appealing, affordable residential areas, at least in relation to neighbouring municipalities, make it a prime choice for future commercial and light industrial development and related residential growth, although the affordability of the housing supply will in part be dependent on enabling a sufficient supply of land appropriately zoned for higher density development.

The accommodation of development, of course, brings many challenges, especially in a community in which new businesses and housing inevitably encroach on farmlands and natural areas. Residents of Cornwall have historically been concerned about protecting the urban/rural character of the town and the integrity of its residential neighbourhoods. The previous Official Plan noted, however, that they also want improved municipal services and understand the need for a strong assessment base to support the required expenditures. Official Plan policies encouraged commercial expansion and light

industrial development to bolster the Town's tax base, and these have been successfully integrated as a result.

The 2014 Official Plan also recognized the benefits of intensification to reduce costs of servicing, which has become compulsory for new development in the town. In the subsequent five years, the Town has welcomed rowhouse and multi-unit developments, including low-rise apartment blocks that have increased the range of housing options for residents. The new developments have redeveloped or infilled properties along the Main Street corridor but have also been built on greenfield sites such as Riverview Place off Ferry Road.

This Official Plan reinforces the Town's commitment to strategic intensification of development. The Town will continue to ensure proper planning and implementation of high standards of design and development. The expected redevelopment of Main Street envisions residential and commercial uses co-located in medium-rise structures on an established fully serviced street. Development on Cornwall Road between Main and the new TCH interchange should be a priority. The lands should be well-suited to family-oriented housing types. Development will require the extension of water and sewer lines but will take advantage of an upgraded street that should carry a substantially increased volume of traffic. Both initiatives should further enhance the Town's tax base and add to population within the community. Other existing serviced areas or areas where existing but limited services are being upgraded would also be key areas for development. In the near term, decisions relating to the investment in infrastructure upgrades should give strong consideration to the areas most likely to result in developments that meet the Town's overall development goals.

The Future Development Concept will continue to protect Cornwall's primarily rural, low-density character. Concentrating commercial, industrial, and residential growth in the community core will minimize the footprint of urban development. Effective buffers and high standards of design and visual appearance will continue to minimize the impact of new development. Higher density residential developments are ideally suited to young residents that the town wishes to attract, as well as aging residents who want to continue in the community with which they are familiar. Senior friendly housing must be provided with designs that include barrier free accessibility, single storey layouts, and options with and without garages.

## 3.2 GOALS

Goals represent current and future conditions and circumstances to which Council aspires. The goals provide the framework for objectives and policies that follow in Chapter 4.

### 3.2.1 General

- To preserve the unique rural/urban character of Cornwall.
- To foster a safe and stable civic environment that offers opportunities for human enrichment and economic growth.
- To build a common sense of pride and ownership of the town.
- To encourage new, innovative, and economical housing forms.

### 3.2.2 Social

- To recognize and celebrate the contributions and history of diverse populations in the town.
- To be a welcoming, inclusive community that celebrates and encourages diversity to ensure everyone feels safe and accepted.
- To foster the creation and maintenance of safe, efficient, stable, and visually appealing residential environments.
- To foster social interaction and healthy lifestyles for all town residents.
- To provide a range of housing opportunities to meet various socio-economic needs.
- To place an increased emphasis on the differing needs of seniors, youth, newcomers, and the mentally and physically challenged, including emphasis on care services, health programs, affordability, and accessibility.

### 3.2.3 Economic

- To encourage the long-term viability of farming in the town.
- To expand opportunities for commercial and light industrial development in keeping with the Town's development policies as expressed in this official plan.
- To increase the Town's assessment base.
- To maintain affordable and competitive property tax rates and utility rates for all Cornwall property owners.
- To expand local employment opportunities.
- To offset the cost of providing services by establishing a schedule of fees for permits and other services.
- To promote and support renewable energy generation and reduce the dependence on non-renewable forms of energy.

### 3.2.4 Physical

- To establish a plan for future development that maximizes efficiency and minimizes land use conflicts.
- To encourage attractive development in Cornwall through the application of high standards of construction, facilitation of compatible land uses, and application of requirements to ensure quality building design and landscaping.
- To develop a Main Street core area of the town where high-density residential and commercial development will be encouraged to locate.

- To plan for quality development incorporating an appropriate mix of land uses at the TCH interchange.
- To encourage the development and maintenance of safe and efficient pedestrian, cycling, public transit, vehicular, and other circulation systems in the town.
- To maintain cost-effective, high quality, and environmentally sound central water supply and sanitary waste collection and treatment services to accommodate the present and future needs of the town.
- To ensure safe and cost-effective storm water management.
- To ensure an adequate supply of land to accommodate the projected needs of various land uses within the period of the Plan.
- To assess the feasibility of recovering development-related costs incurred by the Town from developers through a development charges bylaw approach.

### 3.2.5 Environmental

- To protect the quality and supply of groundwater and surface water resources in the town.
- To protect and enhance significant natural areas within the town.
- To create and maintain opportunities for our residents to experience nature first-hand.
- To foster the reduction of activities that are harmful to the environment and encourage more environmentally friendly solutions.
- To recognize the projected impacts of climate change, including coastal erosion and coastal flooding, and establish land use and development standards for areas at risk.
- To encourage the preservation, restoration, and expansion of forest cover.
- To mitigate, where feasible, actions and development patterns that contribute to greenhouse gas emissions.

# 4 PLAN OBJECTIVES, POLICIES AND ACTIONS

This section is the policy core of the Official Plan. Within the broad policy framework laid down by the previous section, the following Objectives provide more precise statements that address specific issues and concerns within the Town.

Policies and Plan Actions outline the proposed course of action to achieve the performance targets described in the Objectives. Policies detail the approach the Town will take in pursuing its Objectives. Plan Actions are concrete measures that implement that approach.

## 4.1 AGRICULTURE

While there are clearly pressures for development of agricultural lands in Cornwall, farming will continue to be a significant economic activity. As urban influences grow, however, Council must strive to minimize potential land use conflicts and maintain good relations between farmers and residents. The strategy of this Official Plan to encourage high-density development in the Main Street corridor will reduce pressure to convert farmland and minimize the interface between farming activities and urban land uses. Council will however be open to consideration of residential development on agricultural lands where services are available or can be economically extended, or where effective onsite servicing solutions can be implemented, provided such developments will not limit ongoing farm operations.

Cornwall has been fortunate to have experienced limited vocal conflicts related to chemical spraying and chemical drift. In large part, this is probably due to the relative segregation of residences and intensive agriculture. As an example, there are few conflicting cases where potato production or intensive livestock operations are occurring in residential backyards. The other reason for the current lack of conflict is the combination of a responsible, well informed farming community and a relatively tolerant and supportive residential population.

Council will continue to strive to maintain effective buffers between intensive agricultural activities and residential neighbourhoods, and to foster continued mutual respect and understanding between agriculture and residential interests. Established farming operations must be protected from premature residential encroachment and residential hazards such as vandalism and trespassing. Established residential neighbourhoods must be protected from nuisances and health risks related to intensive agricultural activities and new neighbourhoods must be provided with effective buffers.

### **Objectives:**

- To keep productive farmland in active agricultural use until it is appropriate to develop.
- To encourage responsible agricultural practices.
- To support the long-term economic viability of farming within the town.
- To minimize the potential for land use conflicts between farmers and residents.
- To encourage an active dialogue and exchange of information between farmers, residents, and business operators.
- To ensure development of agricultural land will not limit ongoing farming operations.

### **Policy PA-1: Zoning**

Council shall identify areas primarily for agricultural and resource uses. This will include all productive lands excepting areas currently approved for urban development and adjacent lands designated to accommodate urban growth during the Official Plan period. No further lands shall be taken out of Agricultural zoning unless Council deems the said lands are required for urban development use within ten years of the date of application.

### **Plan Actions:**

- The Development Bylaw shall designate as Agricultural Reserve (A1) all lands that are not currently approved for urban or rural residential use or projected to be required for urban development during the Official Plan period.
- The Development Bylaw may establish criteria for resource-based uses, including agriculture, fishing, and forestry sectors in the Agricultural Reserve Zone but shall not permit resource industrial uses.

### **Policy PA-2: Property Tax**

Council shall continue to apply a grant to lower tax rates for land and agricultural buildings owned by *bona fide* farmers.

### **Policy PA-3: Agricultural Practices**

While Council has no direct role in the regulation of agricultural practices such as spraying, crop rotation, cultivation methods, fencing, etc., Council intends to work with the farming community to encourage responsible practices and foster better understanding between residents and farmers.

#### **Plan Actions:**

- Council shall establish provisions in the Development Bylaw restricting the disturbance of natural vegetation adjacent to streams, wetlands, and other watercourses.
- Council shall work closely with responsible Provincial departments to ensure the Town's surface water resources are protected from degradation, and that appropriate penalties are applied and remedial action taken where damage has occurred.
- Council shall encourage the distribution of public information on farm practices.
- Council shall work with the farming community and responsible Provincial departments to establish appropriate means of prior notification for adjacent landowners for activities that could represent a risk to health.

### **Policy PA-4: Intensive Agriculture**

Existing intensive livestock operations shall be protected from residential encroachment. Intensive agricultural activities shall generally be restricted to the Agricultural Reserve (A1) zone.

#### **Plan Actions:**

- Residential development shall not be permitted close to existing intensive livestock operations.
- The Development Bylaw shall define a list of "intensive agriculture" uses, including such things as tobacco production and intensive livestock operations.
- Agricultural uses designated as intensive shall not be permitted within Residential (R1, R2, R3, PURD, RM1) zones.

### **Policy PA-5: Agriculture-Urban Interface**

The Town shall encourage the development of facilities or use of approaches that will facilitate the sale within Cornwall of farm products produced within the town and surrounding communities.

#### **Plan Actions:**

- Council shall permit the operation of Farm Gate Outlets in association with operating farms in areas designated as Agricultural Reserve (A1).

- Council shall encourage the development of a Farmer’s Market within Cornwall by providing land at a reasonable cost where feasible, permitting the use of lands designated in a non-residential category to be used for the purpose, or by encouraging the development of a structure for the purpose.
- Council may provide plots for lease or free of charge for residents to garden on suitable Town-owned lands.

### **Policy PA-6: Development of Agricultural Land**

The Town shall consider the conversion of agricultural land to urban uses where lands can be connected to the Town’s water and wastewater networks or where reliable onsite solutions are available, provided such development will not negatively impact or prospectively conflict with ongoing farming operations.

#### **Plan Actions:**

- Council may consider conversion of agricultural land on individual properties that abut lands zoned for residential purposes through rezoning to a compatible residential zone.
- Council may consider conversion of larger tracts of agricultural land to Planned Unit Residential Development (PURD) where an appropriate development plan is submitted and approved incorporating buffering from continuing agricultural uses in the vicinity.

## **4.2 RESIDENTIAL**

The Town of Cornwall is well positioned to attract and accommodate a broad range of housing development. The Town has excellent transportation connections, an exceptional range of services and amenities, and a large land base that offers advantageous locations for almost all housing types, from medium and high-density multiple unit development to exclusive waterfront estates with large single-detached homes.

In its early development, the town attracted significant numbers of moderately priced “starter homes.” Cornwall’s reasonable land costs and affordable taxes, along with its schools, churches, recreational facilities, and other amenities should ensure its future attraction to this market segment. These same locational factors, however, combined with the town’s natural beauty, have also led the town to become increasingly popular for high end housing.

Preceding official plans for Cornwall have recognized the need for higher density residential development to meet the needs of current and potential residents, ensure cost-effective use of municipal services, and to reduce the footprint of development in the community. The latter objective is critical not only to financial considerations but also to preserving the environment and the rural character of the balance of the community. Recent development reflects these priorities with an increasing proportion of multiple-unit residential buildings being added within the town. This Official Plan seeks to reinforce this trend recognizing that higher density development should be encouraged on lands where access to services will support additional population.

Main Street has been identified as the primary location for high-density development. The corridor has already seen the construction of several low-rise apartment structures near the roundabout at York Point Road where the new highway right-of-way meets Main Street. In its new role as a local collector roadway, Main Street is well-suited to apartment as well as commercial development. With less through traffic, the street will become safer for pedestrians and the Main Street Spatial Plan calls for the incorporation of a cycleway, the construction of which is well underway. Apartment occupants are likely users of T3 Route 9, which already provides transit services to the street, and can be expected to frequent retail and personal service businesses on Main Street.

During the review process for this Official Plan, several landowners made representations concerning the development of greenfield sites. A formal plan was submitted by the owners of the MBS lands between the Cornwall Business Park and York Point Road. Under the previous version of this Official Plan, the property was zoned PURD (Planned Unit Residential Development) between its frontage on York Point Road and the tributary of Howard's Creek that divides the landholding. The balance of the land between the watercourse and the Business Park was zoned CDA (Comprehensive Development Area). The developer's proposed plan calls for a mix of low-rise apartment buildings and row housing near York Point Road, with a row of low-rise apartments on the west side of the watercourse buffering single-detached homes that extend to the Business Park boundary and a cluster of apartments in the southwest corner of the subdivision where it abuts the Business Park boundary and buffering is again needed for the central area of single-detached dwellings.

As the proposal is acceptable within both the PURD and CDA Zones, the PURD Zone was applied to both CDA properties in this area. The proposal for the MBS property satisfies principles of this Official Plan favouring infill and intensification and provides a transition between established residential areas to the east of York Point Road and the Business Park. It is hoped under this Official Plan that it will proceed roughly as currently presented in compliance with the requirements of the PURD Zone.

Finally, we have also had representations concerning residential development on agricultural lands in the York Point area as well as representations from current cottage owners in the same area who have requested some "flexibility" from the Town to allow them to enlarge or increase the use of their properties. Given existing challenges with unserviced properties in the area, this Official Plan will continue to apply the RR (Rural Residential) and A1 (Agriculture) Zones within this area.

### Objectives:

- To encourage a broad range of residential development opportunities in the town.
- To encourage innovative, higher density housing and development forms subject to development standards and design standards where appropriate.
- To impose residential development standards that stress safety, efficiency, diversity of housing opportunities, land use compatibility, and fostering of a healthy lifestyle.
- To protect the character and appearance of established neighbourhoods.

- To address concerns related to the conversion of summer cottages and approved cottage lots to year-round residential use.

### **Policy PR-1: Zoning**

It shall be the policy of Council to designate sufficient residential land to accommodate the projected housing needs in the town during the Official Plan period. Residential development shall be primarily encouraged in and adjacent to the existing two built-up core areas extending from the Terry Fox Complex in the west end of the town to the Cornwall Business Park, and from the roundabout to the North River Causeway. Development shall be encouraged in the area between these two nodes corresponding to the section of Main Street from the Business Park to the roundabout so as to eventually draw the two together.

#### **Plan Actions:**

- The Development Bylaw shall zone sufficient residential land to meet the projected housing needs of the Town.
- Residential zoning shall be in conformance with the General Land Use Plan.
- Residential growth rates will be monitored on a routine basis to ensure that adequate supplies of residential land are available to ensure a healthy and affordable land and housing market in the town.
- Residential development shall be encouraged to locate in the serviced areas of the town.

### **Policy PR-2: Residential Development Standards**

It shall be the policy of Council to establish residential development standards relating to density, lot coverage, setbacks, amenity areas, parking, landscaping, buffering, and other matters to enhance the health, safety, and convenience of residents.

#### **Plan Action:**

- The Development Bylaw shall establish designations for rural, low, medium, and high-density residential uses.
- The Development Bylaw shall establish residential development standards relating to lot sizes, lot coverage, setbacks, servicing, amenity areas and open space, parking, landscaping, buffering, the general standards for development, and other related matters.
- The Development Bylaw shall establish residential development standards relating to subdivisions in coastal areas with special regard for the siting of parklands, public spaces, and public beach accesses, as well as potential coastal hazards.
- The Development Bylaw may establish limits on the number of main buildings on properties in residential zones and may establish additional requirements for site planning, such as the relationship between buildings on a parcel, the relationship between buildings and the street or internal roadways within a parcel, the design, location, and construction of internal roadways and

pedestrian networks within a parcel, and other features to foster a sense of place within more densely developed parcels.

- The Development Bylaw may establish standards for the development of accessible units within larger multi-unit dwelling buildings.

### **Policy PR-3: Rural Residential**

It shall be the policy of Council to enable the development of limited large lot, on-site serviced residential areas where central servicing costs are prohibitive and where Council deems this type of development to be appropriate.

#### **Plan Actions:**

- The Development Bylaw shall designate an area of land in conformance with the General Land Use Plan as “Rural Residential.”
- Development standards and policies shall ensure the long-term viability of on-site or common wastewater treatment systems and on-site or common water systems, and the protection of groundwater supplies.
- Development standards for street construction shall be in accordance with Provincial standards administered by the Provincial department responsible for transportation.

### **Policy PR-4: Residential Density**

It shall be the policy of Council to ensure that a balance is maintained between density levels, ensuring a mix of housing options in the town. In particular, Council shall provide for expanded opportunities for medium and high-density residential development.

#### **Plan Actions:**

- The Development Bylaw shall zone land consistent with the General Land Use Plan
- While increased opportunities for higher density housing will be identified, a mix of residential densities shall be encouraged, and a balance shall be maintained between density levels.
- The Development Bylaw will zone land for low, medium, and high-density residential use that is appropriate in size and location and in conformance with the General Land Use Plan.
- Provisions will be made in the Development Bylaw for elements such as landscaping, buffering, useable on-site amenity space, setbacks, parking, and lot coverage. In addition, provisions will also be made to ensure that height, size, physical appearance and overall design are appropriate.
- High and medium-density residential areas shall be located to provide a transition between low-density residential areas and commercial areas where possible.

### **Policy PR-5: Infilling**

Council shall ensure that “infilling” or the development of vacant building lots within existing developed residential neighbourhoods conforms to the established development character and

streetscapes, even if the resulting standards exceed the minimum provisions of the Development Bylaw, while remaining open to changing expectations and building forms that meet current or anticipated needs for adequate and affordable housing.

**Plan Action:**

- The Development Bylaw shall require that residential “infilling” conform generally to the development standards under which the subdivision was originally approved or be in general conformance with neighbouring developed lots.

**Policy PR-6: Alternative Residential Types**

Council may consider the designation and zoning of additional land for mini home use through a bylaw amendment process. Council may also consider the accommodation of mobile homes, including tiny homes, through a rezoning and textual bylaw amendment to establish a new zone and new development standards.

**Policy PR-7: Planned Unit Residential Developments**

To encourage innovative housing solutions, maximize the efficient use of residential land in the town, and facilitate the co-location of appropriate commercial uses, Council shall designate certain areas with flexible residential development standards.

**Plan Actions:**

- The Development Bylaw will designate certain areas as Planned Unit Residential Development (PURD).
- Flexible development standards will permit developers to propose innovative design solutions that still conform to the overall goals and objectives embodied within this Official Plan.
- The PURD zone will distinguish between permitted ‘as-of-right’ uses and special permit uses that will require a development concept and a public meeting process.
- Special permit use subdivisions and developments in PURD areas may only proceed through the approval of a full development concept, which shall be subject to a public review process.
- The Development Bylaw will establish the nature of the performance standards to be used by Council in assessing development proposals together with the requirement for a Development Agreement.
- Council may also require the establishment of a homeowners association or similar entity to own and maintain lands or facilities held in common.

**Policy PR-7: Home Based Business**

Dramatic changes in the workplace combined with new technologies have made it possible, and sometimes imperative, for some individuals to work from their homes. With this trend in mind and in recognition of its potential environmental benefits, Council shall permit a range of home-based businesses, also known as home occupations, in residential areas.

#### **Plan Action:**

- The Development Bylaw will set out standards for home occupations that strictly limit potential residential conflicts such as noise, hours of operation, square footage, number of employees, parking, signage, physical changes to the structure, and any other factors that may represent an impediment to the safety, convenience, or enjoyment of neighbouring residents.

#### **Policy PR-8: Accessory Dwelling Units:**

It shall be the policy of Council to allow accessory dwelling units in the form of secondary suites and garden suite to provide additional opportunities to increase the supply of housing throughout the town.

#### **Plan Actions:**

- The Development Bylaw shall permit the addition of a garden suite, secondary suite, or both, in association with certain dwelling types and shall establish lot and development standards.
- The accessory dwelling unit shall be serviced by central water and sewer services or by an on-site sewer and/or water system servicing the main dwelling that is certified by a qualified engineer licenced to practice in the Province of Prince Edward Island.
- The Bylaw shall require that all water and sewer services for the accessory dwelling unit be provided through the main dwelling, but shall include exceptions for situations where separate services are more appropriate or where shared services are not feasible.

#### **Policy PR-9: Summer Cottages**

It shall be the policy of Council not to permit the development of any further “summer cottage” subdivisions within the town. Existing summer cottage lots shall only be developed with the assurance by the owner that the cottage shall only be used for seasonal habitation and that it is understood the Town will assume no responsibility for the cost of providing public streets or central services. Development of existing summer cottage lots shall be limited to a scale that can be adequately supported by on-site services and that will discourage the illegal conversion of cottage lots to year-round dwellings. At such a time as the cottage lots are serviced by public roads and can be serviced for water and wastewater in a such as way as to support the more intensive year-round residential use without risking public and environmental health and safety, Council may consider permitting the conversion of the lots to year-round residential uses. It is anticipated that this process would involve the voluntary creation of a homeowners’ association to facilitate the development of the road as public and the installation of appropriate water and wastewater services.

#### **Plan Actions:**

- The Development Bylaw shall prohibit the development of any further “summer cottage” subdivisions in the town.

- The Development Bylaw shall require an applicant for development of a proposed summer cottage to obtain a septic system permit and an entrance way permit from the pertinent authorities.
- Anyone wishing to build a summer cottage shall be required to execute a development agreement, in which they shall commit to the seasonal use of the property and assume full financial responsibility for the long-term maintenance of the right-of-way and any future provision of public streets and municipal or central services.

#### **Policy PR-10: Bed and Breakfast**

It shall be the policy of Council to permit the operation of small scale “bed and breakfast” establishments in single-detached dwellings, provided they have no negative effects on the surrounding neighbourhood.

#### **Plan Action:**

- The Development Bylaw shall permit the operation of bed and breakfast establishments in single-detached dwellings with appropriate restrictions on size, signage, and parking provided that the overall visual appearance of the building and character of the neighbourhood is not negatively impacted by changes to the scale or appearance of the structure, or activities associated with the bed and breakfast operation.
- The Development Bylaw shall require bed and breakfasts to be licensed provincially and shall require the operator to submit copies of those licenses to the Town.
- Council shall adopt such requirements for inspection of registered bed and breakfast establishments as it deems necessary and appropriate.

#### **Policy PR-11: Short-Term Rentals**

It shall be the policy of Council to explore the implications of and regulatory approaches relating to short term rentals to minimize the impacts of short-term rental activities on housing supply and affordability and neighbourhood compatibility.

#### **Plan Action:**

- The Town will explore and identify the goals and objectives of regulating short-term rentals and engage the public in a discussion of approaches.
- The Town will explore, and adopt if determined to be appropriate, a licensing approach to regulating short term rental activities within the municipality through a bylaw pursuant to the *Municipal Government Act*, which may include but not be limited to: a requirement to register annually and pay a fee on registration determined by the Town to apply to all such operations; a requirement for inspections of registered short-term rentals; criteria for number of units per operator; and requirements for occupancy of units as a principal residence
- The Development Bylaw may establish short-term rentals as a permitted use in specific zones where it has been determined that the short-term rental activities would not impede the goals of

ensuring a sufficient and affordable supply of housing and would not present neighbourhood compatibility conflicts.

### 4.3 COMMERCIAL

The re-routing of the TCH to bypass the core of Cornwall augments the town's commercial potential. Traditionally, the town's commercial base has benefitted from large volumes of through traffic on the way to and from Charlottetown. While traffic will continue to flow through Cornwall via the bypass and drivers can be served through the interchange at Cornwall Road and commercial frontage on the unchanged section of the Highway between the North River Causeway and the roundabout at York Point Road, the former highway corridor can now focus on the growing domestic market within the town. The core portion of the new Main Street from the vicinity of the Meadowbank Road intersection to Hyde Creek can be re-oriented to satisfy the different interests of pedestrian visitors and residents buying daily needs and specialty products, visiting commercial offices, and stopping for a drink or a bite to eat.

The re-positioning of Main Street also removes some critical constraints on its development. The road will no longer be subject to stringent access limitations. Shops catering to pedestrian trade should also be better suited to the small, residential lots that dot the street's frontage and did not provide sufficient area for the type of highway-oriented commercial uses suited to traffic on the former TCH. Residential properties that remain should also find the finer grain of the expected commercial frontage more compatible. The Main Street Spatial Plan for the redevelopment of the street has, in fact, envisioned the current commercial core between Main Street's intersection with Meadowbank Road and the Cornwall Business Park as a mixed residential-commercial area lined by low-rise apartment buildings, in which the ground level will be dedicated to commercial use. Residents on upper floors will enliven the street and patronize its businesses.

The Town welcomes additional commercial development immediately north-east of the Business Park along Main Street, where an expansive area extends near to the roundabout through which the new TCH route joins to its long-time connection to the North River Causeway and Charlottetown. This new commercial area will have space to accommodate large building footprints and highway access required by vehicle-borne customers of the anticipated large format stores. It may also incorporate a residential component in separate structures for residents who will benefit from easy highway access and a short commute to Charlottetown.

A third commercial area is expected to develop at the TCH interchange, at the Cornwall Road. The interchange will provide ideal sites for highway-oriented commercial uses such as gas stations, motels, fast food restaurants, and similar businesses that appeal to highway drivers in the course of their travels. The area immediately south of the interchange offers an ideal area for transportation-oriented businesses of the type that are currently found in Cornwall Business Park as discussed under Section 4.4 below, provided water and sewer services can be extended to the interchange

## Objectives:

- To encourage new commercial development in the town by ensuring the availability of commercial lands suitable for a full range of commercial land uses appropriate for location in the town.
- To require that commercial developments be of a high quality in terms of appearance, traffic safety, and compatibility with adjacent land uses.
- To direct commercial development to appropriate locations within the town.
- To minimize conflicts between commercial development and established or future residential neighbourhoods.
- To expand the Town's commercial assessment base.
- To avoid compounding any present traffic or pedestrian safety concerns in the town.

## Policies:

### Policy PC-1: Commercial Designations

It shall be the policy of Council to designate sufficient General Commercial land to accommodate future projected needs of the town during the Official Plan period.

Through an Official Plan and Zoning and Subdivision Control (Development) Bylaw amendment, Council may establish a neighbourhood commercial zone to accommodate small scale facilities that are closely integrated with their neighbouring residential trade areas and provide for the daily convenience shopping and service needs of the immediate area.

General Commercial activities include a much wider range of retail, service, and office functions and include facilities that are a larger scale, serve larger trade areas, and tend to require direct access to major traffic routes to accommodate higher traffic volumes.

On Main Street from lands in the vicinity of the intersection of Main Street with the Meadowbank and Cornwall Roads, extending to Hyde Creek, General Commercial uses shall be encouraged at street level and on the second floor, while residential uses shall be encouraged on additional floors up to a maximum of six storeys.

### Plan Action:

- The Development Bylaw shall establish general commercial uses to be permitted within the General Commercial zone.

### Policy PC-2: General Commercial

It shall be the policy of Council to provide for the development of General Commercial facilities that can respond to the retail and service needs of both local residents and adjacent communities. General Commercial development will be directed to areas abutting or close to Main Street.

### Plan Actions:

- The Development Bylaw will designate an appropriate amount of land for General Commercial use in areas that have high visibility and good vehicular access, in conformance with the General Land Use Plan.
- The Development Bylaw will establish permitted uses and minimum development standards for this type of land use.
- Commercial developments directly adjacent to existing or potential residential neighbourhoods shall be required to provide effective landscaping and buffering.
- Council shall explore options to regulate and permit business activities such as changes in tenancy, temporary commercial activities, and mobile food and other vendors through a bylaw pursuant the *Municipal Government Act*.
- Major retail developments shall be permitted only with a special development permit and shall be subject to strict development standards and mandatory execution of a development agreement.
- The Development Bylaw will establish mixed use requirements for a combination commercial and residential use building.

### Policy PC-3: Mixed Use Core

On Main Street from lands in the vicinity of the intersection of Main Street with Meadowbank and Cornwall Roads to Hyde Creek as shown on the General Land Use Map and in Appendix B as the Mixed Use Core, the Town shall encourage development mixing General Commercial and high-density residential uses in the form of multi-storey buildings to a maximum of six storeys. Within this area Council shall, furthermore, invest directly and encourage others to invest to improve the amenities available for residents and visitors such as parks, street furniture, and active transportation and transit infrastructure.

### Plan Actions:

- The Development Bylaw shall require buildings within the Mixed Use Core to be a minimum of two storeys and shall set a maximum height of six storeys with a stepback required for the fourth through sixth storeys as prescribed in the Development Bylaw.
- The Development Bylaw shall restrict the height of buildings to four storeys where they abut low and medium density residential zones.
- The Development Bylaw shall encourage General Commercial development in the first two storeys of new structures built in the Mixed Use Core, particularly on the first level where such structures abut Main Street.
- The Development Bylaw shall permit residential development on any level of buildings in the Mixed Use Core except that residential use shall be limited to an entry foyer on the Main Street frontage.

- The Development Bylaw shall establish setback standards that establish a sense of enclosure and streetscaping for all buildings constructed in the Mixed Use Core.
- The Development Bylaw shall require parking spaces to be provided behind or underneath any building constructed in the Mixed Use Core.
- The Development Bylaw shall require that structures and parking areas constructed in the Mixed Use Core be setback and/or buffered wherever they abut low and medium density residential zones.
- The Development Bylaw shall encourage high quality urban design in the Mixed Use Urban Core by ensuring quality new construction and improvement of existing development in the area.
- The Development Bylaw shall support the development of public open space, and pedestrian, cycling, and transit facilities in the Mixed Use Urban Core.

#### **Policy PC-4: Comprehensive Development Area**

The new TCH Interchange creates opportunity for new commercial development ranging from highway-oriented commercial to additional business park lands and should be zoned as CDA to provide Council with the flexibility to work with landowners to develop the lands advantageously.

#### **Plan Actions:**

- The Development Bylaw shall identify the range of permitted uses which will be allowed in the Comprehensive Development Area zone, together with the development standards and development approval procedure.
- Council shall develop appropriate servicing schemes and work with the Provincial Government, affected landowners and prospective developers/investors to expedite the servicing and development of the area.
- Development in the Comprehensive Development Area shall only proceed subject to submission and approval of a Development Concept and the execution of a development agreement.
- Areas directly adjacent to existing or potential residential neighbourhoods shall be required to provide effective buffering.

#### **Policy PC-3: Signage**

Council shall establish signage standards to control signage in the town.

#### **Plan Action:**

- The Development Bylaw will set out standards for signage in the town relating to sign size, location, number, design, and other related matters.

## 4.4 INDUSTRIAL

The Cornwall Business Park on Main Street near Jessie Street is the primary location for industrial land uses in the Town of Cornwall. The Town established the park in 1997 with the intention of attracting light industrial development that would be compatible with existing residential areas within Cornwall.

Like other commercial areas on Main Street, the Business Park will be affected by the re-orientation of the street. The Park has attracted eight businesses built along its only roadway (W. B. MacPhail Drive), several of which are oriented to highway users or rely on the highway for shipment of their goods. While the highway can still be accessed via the roundabout roughly 2 minutes from its eastern entrance, businesses reliant on the highway for customers and/or shipment of goods, may seek quicker access, which should be available via that interchange at Cornwall Road or lands adjacent to the roundabout.

Alteration of the existing business park on Main Street will depend on the satisfaction of current occupants and interest of new businesses in remaining lots. The Park should continue to provide good sites for a variety of businesses. Roughly a third of the land remains undeveloped in the park with existing buildings concentrated on properties that, while accessed from W. B. MacPhail Drive, directly abut Main Street.

Lands immediately south of the TCH interchange at Cornwall Road are well-suited to these operators. A second business park subdivision can provide quick access to the highway for warehouse operations and fabricators that need to receive and ship goods on the TCH. A well-designed park accommodating light industrial uses can also provide a transition between the highspeed highway corridor and new and existing residential areas associated with the core of the town. Extension of water and sewer services will however be required before light industrial development should be permitted to proceed.

### Objectives:

- To encourage the development of appropriate light industrial facilities in the town.
- To direct industrial developments to appropriate locations in the town.
- To impose development standards to ensure the compatibility of any future industrial developments.
- To limit industrial development to activities which are light, environmentally benign, and compatible with the established character of the town.
- To increase employment opportunities and municipal assessment.

### Policy PM-1: Zoning

It shall be the policy of Council to provide for a Business Park (M2) Zone in the Development Bylaw and to establish industrial development standards. Land shall be designated on the Zoning Map for the business park purposes.

### **Plan Actions:**

- The Development Bylaw shall provide for a Business Park (M2) Zone prescribing permitted industrial and related uses and setting relevant development standards.
- Land shall be designated as Business Park (M2) on the Zoning Map.
- Industrial developments shall only proceed via a Development Agreement setting performance criteria to address size, access, buffering, and other features that may impact adjacent lands or may mitigate impact on adjacent lands.

### **Policy PM-2: Development Standards**

It shall be the policy of Council to permit only those industrial and service businesses that pose no significant environmental risks and can be appropriately integrated into the Town. Stringent development standards shall be imposed to ensure efficient circulation, good site planning, and efficient use of land. Substantial setbacks and visual buffers will be required from any adjacent residential zone.

### **Plan Actions:**

- The Development Bylaw shall establish the types of light industrial, service, office, and related commercial activities to be permitted within the Business Park zone.
- Any Development Agreement establishing an industrial business outside a Business Park zone shall incorporate stringent development standards to address visual appearance, ingress, egress, circulation, site planning, parking, landscaping, exterior lighting, noise and other nuisances, visual screening and buffering, and other such matters as may be considered relevant to ensure high quality development and minimize land use conflicts.

## **4.5 TRANSPORTATION**

Like many communities, Cornwall has been defined by transportation links. Its developed core spreads from the historic TCH Corridor that has become Main Street. It sits at the North River Causeway as the western gateway to the Province's Capital. It is also the gateway to the South Shore via the Meadowbank Road, which intersects with Main Street and extends to the new highway interchange via Cornwall Road.

The Province, rather than the Town of Cornwall, is responsible for streets within the town limits; however, changing transportation infrastructure is clearly critical to development of the community. Diversion of the TCH from the centre of Cornwall was discussed for many years. The previous version of this Official Plan addressed its potential implications at length. As noted above, the 2014 Plan expected completion of the project to define the role of Main Street more clearly within the community. The new highway has been completed as this Official Plan review has proceeded. While the Main Street Spatial Plan calls for a safer street accommodating pedestrian and bicycle traffic, residents have not experienced the new road and it will take several years for the street to be redeveloped with the improvements Ekistics has envisioned.

The Town will continue to work closely with the Province to ensure that the transportation system efficiently serves both local and regional needs. The Town's control over land use and development standards will be key to ensuring public safety and avoiding undue traffic congestion. It will be critical not only to the repositioning of Main Street but also to development adjacent to and/or potentially influenced by the new highway route. This will include development on Cornwall Road between Main Street and the new highway interchange; development on lands abutting the corridor that may benefit from visibility to traffic but may also be impacted by noise and pollution generated by vehicle operation; and development in the vicinity of the roundabout and between the roundabout and the North River Causeway. Development and maintenance of suitable access and egress, and the balancing of development and roadway capacity will be critical to the future success of each area.

The Town will work to promote alternative modes of transportation wherever possible. The redevelopment of Main Street is critical to this initiative. Higher density development along the Main Street corridor will promote transit-oriented development by placing increased numbers of potential riders within walking distance of established T3 Route 9. Also, the Town of Cornwall, the Province, the City of Charlottetown, and the Town of Stratford are working together to develop a plan to help improve conditions for cycling and walking in the Greater Charlottetown Area. The capital area Regional Active Transportation Plan recommended ways to develop safe and appealing walking/cycling trails to connect the three municipalities and many components are currently being implemented.

#### **Objectives:**

- To continue to work closely with the Provincial Government to ensure the development and maintenance of a safe and efficient transportation system.
- To co-ordinate land use planning and transportation planning activities.
- To provide for adequate, safe access between all areas of the town.
- To foster alternative and active forms of transportation, public transit, and walking/cycling.
- To support the transition away from fossil-fuel dependency by promoting charging infrastructure to support to e-vehicles.

#### **Policy PT-1: Co-ordination**

It shall be the policy of Council to work closely with the Province in the design and management of the Town's transportation system. Priorities will include co-ordination of land use planning and transportation planning, design of new transportation facilities and upgrading of existing facilities, control of private accesses and storm water management, and incorporation of Active Transportation facilities where feasible.

#### **Plan Actions:**

- The Town will continue to meet regularly with the Province to jointly review and approve new subdivision streets; entranceways on private streets; annual street maintenance priorities; speed

limits; roadway and intersection improvements; and development that will generate significant traffic volumes.

- The Town will continue to work closely with the Provincial department responsible for transportation to ensure improvements are made to Main Street between its intersection with Cornwall Road and the roundabout, with particular attention to the intersection between Main Street and Ferry Road, and to the section of Cornwall Road between Main Street and the TCH interchange.
- The Development Bylaw will prohibit the creation of new private roads and the creation of new lots along an existing private road.

### **Policy PT-2: Road Network Improvements**

It shall be the policy of Council to work with the Provincial department responsible for transportation to identify and implement improvements to the road network within Cornwall that will improve traffic flow and enhance public safety.

#### **Plan Actions:**

- Council shall work with the Province to identify any other roadways or intersections that may be improved to enhance traffic flow and/or public safety.
- Council shall work with the Province to develop design features associated with the road network that will reduce energy use, support alternative transportation modes, and enhance public safety such as additional sidewalks, bus laybys, park and ride facilities, charging stations, and crosswalk improvements.
- Council shall encourage road network designs and higher density development where appropriate to minimize the addition of new roads and create more walkable neighbourhoods.
- Council shall consider climate change projections in its assessment of subdivision layout and design and emergency access requirements, including in relation to the road networks.
- The Development Bylaw may establish standards for the review of the design and for the construction of internal drives providing for internal circulation within a single parcel and providing access to the public road.

### **Policy PT-3: Capital Cost**

It shall be the policy of Council to require developers of major developments to contribute to the capital cost of street improvements required as a direct result of their development. Developers of residential subdivisions shall continue to be responsible for the full cost of constructing all local streets.

#### **Plan Actions:**

- The Development Bylaw shall allow Council to require a comprehensive impact assessment and/or a comprehensive traffic assessment be performed for all large developments.

- Developers may be required to contribute to the capital cost of any street improvements necessitated by development that they undertake.
- Developers shall pay the full cost of the design and construction of new streets in relation to their development(s) in accordance with Provincial standards administered by the Provincial department responsible for transportation.
- The Development Bylaw shall require that all new streets be built to Provincial standards and deeded to the Province as public rights-of-way.

#### **Policy PT-4: Pedestrian Circulation**

It shall be the policy of Council to develop and implement a plan to provide for the safe movement of pedestrians within the town.

##### **Plan Actions:**

- Council shall establish a long-term plan for sidewalk and trail construction, together with a long-term capital budget.
- Priority shall be placed on major traffic routes, particularly where they connect to major pedestrian destinations such as schools, churches and other religious institutions, shopping areas, convenience stores, and parks.
- Council shall work with developers of new subdivisions regarding the installation of sidewalks and trails where appropriate.
- The Development Bylaw may require new developments to include the installation of sidewalks or other appropriate pedestrian networks where identified under the new Transportation Strategy.
- The Development Bylaw may require specific types of commercial and multi-unit residential developments to include the installation of sidewalks or other appropriate pedestrian networks.
- The Development Bylaw may establish density or other bonusing options where developments voluntarily include the installation of sidewalks or other appropriate pedestrian networks.

#### **Policy PT-5: Public Transportation**

It shall be the policy of Council to work with the capital region municipalities to support the provision of public transit and explore additional public transportation opportunities.

##### **Plan Actions:**

- Council shall encourage transit-oriented development on Main Street to foster ridership on the current T3 route on Main Street.
- The Town shall work closely with transit providers and the Province to add or enhance transit-related infrastructure on Main Street and other roadways that may be served by transit in the future.

- Council shall work with area municipalities to explore opportunities to expand public transportation systems further.
- Council shall foster opportunities to encourage developers to create elements of mass transit such as carpooling and park and rides.
- The Development Bylaw may include provisions for the waiving or reducing of parking requirements where public transportation is readily available.

#### **Policy PT-6: Active and Sustainable Transportation**

It shall be the policy of Council to identify and develop with the Province the infrastructure necessary to promote cycling, walking, and other forms of human-powered movement as a form of transportation and recreation in the town.

#### **Plan Actions:**

- Council shall prepare a new Active Transportation Strategy for the town to evaluate the roles of its streets and performance of its street network in respect to the potential to further encourage transit and Active Transportation, given the construction of the new Trans-Canada Highway and shall endeavour to ensure that the resulting plan is implemented in a timely manner.
- The Town will seek to partner with other municipalities to connect the new Active Transportation trail to the Confederation Trail.
- The Town will support Regional Active Transportation Plan initiatives as funding becomes available.

## **4.6 WATER AND SEWER**

The Cornwall Water and Sewer Utility is responsible for collection and treatment of sanitary waste, as well as development and maintenance of the central water supply. The Town has joint responsibility with the Province for storm water management.

As discussed in sections 2.5.1 and 2.5.2, above, water and sewer systems are currently sufficient for the needs of the community and should be able to handle expected future growth. Staff with the Cornwall Water and Sewer Utility have stated that effluent quality from the Town's sewage lagoons at Hyde Park and North River meets applicable Provincial and Federal standards. Assuming capacity can be significantly increased, as Utility staff anticipate, by dredging sludge from each lagoon, both are felt to have adequate capacity to accommodate the highest level of growth projected for the plan period.

On the water side, the Town has encountered difficulties with saltwater intrusion in the Meadowbank Wellfield, which led to the decommissioning and replacement of one well. The new well has been very productive but staff with the Water and Sewer Utility say that additional wells will not be considered in the Meadowbank field because of concerns that further drawdown will cause intrusion. Additional water will be obtained from the new wellfield now under development

immediately north of Main Street at the western edge of the town. When the new field is online, Utility staff are confident the Town will have sufficient water for the foreseeable future.

Some areas within the town do not have fire rated water supply. Upgrading of the existing under sized water mains will help bring fire rated water supply to more areas of the town. Council also wishes to stress the importance of water conservation and will strive to promote awareness. Utility staff suggest that the current water sources can support 800 more dwelling units in the town. The Town is developing a fourth wellfield in the western end of the town north of Main Street as the Plan Review proceeds. The new field should roughly double the Town's supply. Its capture area is largely undeveloped, although there is agricultural activity in the area.

The lack of wellfield protection measures is clearly a concern for the Town and its residents. A recently developed wellfield protection plan will apply to the new wellfield. Effective protection is more difficult for the other three fields, where development is in place and cannot realistically be removed. In the more established fields, consideration can be given to strictly controlling development on undeveloped lands within wellfield capture zones, restricting high-risk land uses such as gas stations or fuel storage facilities in the balance of the capture zone, as well as regulating high risk practices on developed lands such as domestic fuel storage, use of pesticides, and specific agricultural practices.

#### **Objectives:**

- To provide efficient and cost-effective central wastewater collection and treatment services to the built-up area of the town.
- To support the Province in its efforts to ensure the long-term effectiveness of on-site wastewater treatment systems in the outlying, less densely developed areas of the town through regulation of new development in those areas.
- To provide high quality domestic water supply adequate to the needs of residents and property owners in the town.
- To provide for the special servicing needs of commercial and industrial users, where those needs can be realistically met by the town.
- To upgrade water distribution infrastructure where necessary to ensure fire-rated water supply throughout the town.
- To implement wellfield protection measures where feasible to protect municipal water supplies.
- To support the Province in its efforts to provide for solid waste management, collection, and disposal that minimizes financial costs and environmental impacts.

#### **Policy PS-1: Central Sewage Collection and Treatment**

It shall be the policy of Council to provide high quality, cost-effective wastewater collection and sewage treatment services for present and future built-up areas of the town.

### **Plan Actions:**

- The Town shall monitor, maintain, and upgrade the Hyde Park and North River sewage lagoons as necessary in accordance with approved engineering standards and to ensure sufficient capacity to accommodate development in the town.
- The sewage collection system shall be upgraded as required in order to respond to future growth in the core and elsewhere in the serviced areas of the Town.

### **Policy PS-2: On-site Sewage Treatment Systems**

It shall be the policy of Council to work with the Province to put in place more stringent regulations controlling the installation and maintenance of on-site sewage treatment systems in unserviced areas of the town that cannot be cost effectively serviced by the central sewer system.

### **Plan Actions:**

- The Town will work closely with the Province to put in place the proper enablement and to draft regulations to establish higher standards for the design, installation, and maintenance of on-site sewage treatment systems within the town.
- The Development Bylaw shall require on-site sewage treatment systems to be designed and certified by a licensed engineer for all existing parcels that do not meet the minimum lot size standards established under the *Planning Act* Province-Wide Minimum Development Standards Regulations.
- Council shall designate a specified geographic area in the town where the policy would be to ensure the long-term viability of on-site systems.
- Council, when aware, will promptly notify the Province of any malfunctioning on-site sewage treatment systems.
- Council shall work closely with the Province to ensure abandoned septic systems are appropriately decommissioned.

### **Policy PS-3: Central Water Supply**

It shall be the policy of Council to continue to upgrade and protect the central water supply system in the Town as required.

### **Plan Actions:**

- The Town will identify appropriate actions to enhance the security of its water supply areas through a Wellfield Protection Plan and other measures, and will see that these actions are implemented in a timely manner.
- The Development Bylaw will establish development standards to protect designated well fields.
- The Town will continue to work toward the implementation of a long-term water strategy.
- The Town shall set minimum standards for water distribution and servicing.

- The Town shall ensure all new municipal water distribution systems are designed for fire flow capabilities and shall seek to upgrade existing network components to ensure fire flow throughout the Town.
- Council shall work closely with the Province to ensure geothermal wells are properly installed and do not have adverse impacts on central or private wells.
- The Town will work closely with the Province to ensure unnecessary private wells are appropriately decommissioned.
- The Town will strive to meter more water services.
- The Town will encourage water conservation by residents and businesses and shall consider implementing measures to encourage water conserving infrastructure and practices in new developments and upgrading of existing developments.

#### **Policy PS-4: Private Shared Systems**

It shall be the policy of Council to ensure that private shared water or sewerage systems are designed and constructed to a standard that will facilitate future transitions in ownership to the Town Water and Sewer Utility should the assumption of these systems by the Utility be determined to be in the best interest of the Town.

#### **Plan Actions:**

- The Utility will identify standards for private shared water or sewerage systems in addition to the standards established under provincial enactments.
- The Development Bylaw will establish requirements and criteria for private shared systems.

#### **Policy PS-5: Storm Water Management**

It shall be the policy of Council to work closely with the responsible Provincial agency to ensure that storm water run-off is managed in a manner that is cost-effective and environmentally sensitive, and which minimizes risks to public health, safety, and private property. Wherever possible, it shall be the policy of Council to protect and enhance the existing surface water drainage system in the town, and to upgrade its capacity to handle storm water run-off.

#### **Plan Actions:**

- The Town shall work with the Province to update and maintain the Storm Water Management Plan for the town.
- The Town will work with the Province to ensure storm water systems are properly installed and maintained in the town.
- All new subdivisions and developments shall be required to submit a storm water management plan, or drainage plan where appropriate, and install systems and upgrades subject to standards imposed by Council and the appropriate Provincial authority.

- Council may require developers to mitigate or retain storm water flows on site to prevent adverse effects on downstream properties.
- Council shall promote and encourage the reduction of impermeable surfaces in new developments.

#### 4.7 PROTECTIVE SERVICES

The Town largely provides police, fire, and emergency services through contract arrangements with the RCMP and the North River Fire Department. Both arrangements date to the formation of the Town in 1995 and have been very satisfactory. Council expects to continue its relationships with both organizations into the future.

##### Objectives:

- To provide cost-effective fire and police services.

##### Policy PF-1: Police Services

It shall be the policy of Council to continue to purchase an appropriate level of police services from the RCMP, provided costs and levels of service remain affordable. Emphasis will continue to be on a “community policing” approach and crime prevention.

##### Plan Actions:

- Provided that the current level of service and acceptable costs are maintained, the Town shall continue to purchase police services from the RCMP.
- The Town’s approach to policing shall continue to emphasize public safety, crime prevention, education, and community involvement.
- Council shall monitor police staffing levels and hours of coverage to ensure the protection of its growing population and expanding commercial sector.
- The Town shall continue to encourage and support volunteers with the Citizens on Patrol program to assist the RCMP.

##### Policy PF-2: Fire Protection

It shall be the policy of Council to continue to purchase fire protection services from the North River Fire Department, provided costs and levels of service remain affordable. Council shall work closely with the Department to ensure adequate fire safety standards are applied in the town and that the current level of fire protection services is maintained.

##### Plan Actions:

- Provided that the current level of service and acceptable costs are maintained, the Town will continue to purchase fire protection services from the North River Fire Department.

- Council shall consult regularly with the Fire Department on fire prevention policies and standards in the town.
- Council may require, as part of a Development Agreement, that the developer contribute to the cost of providing any special fire services or facilities that may be necessitated by a major development.
- Council shall undertake to enter into a written agreement with the North River Fire Department regarding the services to be provided for the town by the end of 2022.

### **Policy PF-3: Emergency Measures Plan**

The Town is required under the new *Municipal Government Act* to prepare and maintain an Emergency Measures Program, including an EMO Plan and bylaw.

#### **Plan Action:**

- Council shall update and revise the Town’s Emergency Measures Plan and bylaw and maintain the overall EMO Program as required under the *Municipal Government Act* and the *Emergency Measures Act*.
- Council and the Emergency Management Coordinating Committee shall take into consideration the increasing impacts of climate change in identifying emergency centres, including the potential use of emergency shelters as cooling shelters.
- Council and the Emergency Management Coordinating Committee shall identify areas at risk of coastal flooding ahead of anticipated storm surge events to assess the ability of emergency responders to gain access.
- Council may encourage developers to promote the installation of underground services and to ensure that trees do not interfere with power line corridors to minimize the potential impacts of power outages.

## **4.8 PARKS AND RECREATION**

The Town of Cornwall has excellent recreation programs and facilities, in large part due to the hard work of the Town and many volunteers. The Town has also benefitted from partnerships with adjacent communities, the cooperation of schools, and the generosity of landowners.

Communities 13 Inc., a joint venture of the Town of Cornwall and 12 surrounding communities has built and continues to manage a multi-purpose recreation facility, the APM Centre, to provide recreational services for the region. The APM Centre houses an ice surface, a multi-use gymnasium, walking track, fitness room, and kitchen.

Near the Town’s western limit is the Terry Fox Sports Complex, which has two baseball/softball fields, a 7,000-square foot clubhouse, a toboggan hill, disc golf facilities, and a privately-operated climbing facility. On the adjacent Eliot River School property are two artificial turf fields, four tennis courts, two beach volleyball courts, and walking trails. Farther east on Cornwall Road near Main Street, is the Civic Centre, which houses the Curling Club, Lions Club, and Cornwall and Area 50+

Club, as well as providing a large meeting space and kitchen. The centre also incorporates a pool house associated with the Town's adjacent outdoor pool.

The Town's unique arrangements with the English Language School Board, the APM Centre, and private landowners, such as Maritime Broadcasting Systems Limited, who provide two ballfields on lands abutting Cornwall Business Park, has enabled the development of a wide variety of sports facilities at a manageable cost. The location of these facilities on land controlled by other parties does, however, necessitate a high level of co-operation and sensitive program management to minimize conflicts and long-term uncertainty.

### **Objectives:**

- To build and maintain a safe, liveable, and healthy community.
- To ensure programs, facilities, and events are cost effective and affordable.
- To provide residents with quality, safe, accessible, adequate, and appropriate recreational and sport programs, facilities, parks, and trails.
- To develop venues, tournaments, and events that will attract visitors to Cornwall.
- To provide new opportunities for arts and culture in Cornwall.
- To continue to foster volunteer partnerships in all aspects of recreational programming and events.
- To improve marketing and communications of programs and events with town residents.
- To provide equitable access to programs and facilities for people with disabilities, youth and senior populations, and newcomers.
- To encourage privately owned recreational facilities that increase the quantity and variety of recreation opportunities available in the community.
- To provide for safe active play spaces throughout the town in residential neighbourhoods.
- To continue to promote and develop the Terry Fox Sports Complex and any other available multi-purpose facilities within the town.

### **Policy PP-1: General**

It shall be the policy of Council to develop and implement long-term approaches to the provision of recreational facilities and programs that promote healthy lifestyles and wellness for all groups in the Cornwall area in a cost-effective manner.

### **Plan Actions:**

- Council shall work with volunteer organizations, recreation groups, youth groups, seniors groups, the School Board, private landowners, and the business community to implement the Parks and Recreation Master Plan.

- As part of the Parks and Recreation Master Plan, the Town will work to negotiate agreements for the long-term use of all facilities not on Town-owned land.
- As part of the Parks and Recreation Master Plan, the Town will continue the expansion of a walkway/trail system in the town.
- The Development Bylaw shall establish requirements and criteria for the dedication of parkland or cash-in-lieu of parkland, or a combination thereof, in new subdivisions.
- The Parks and Recreation Master Plan shall include a policy outlining priorities for parkland dedications in new subdivisions, including conservation areas, trail systems, sidewalks, playgrounds, and public beach accesses.
- Council shall maintain a playground inventory describing equipment, inspections, and maintenance requirements.
- Council shall monitor parks and recreation facility use and determine priorities for upgrades and/or change of use, as well as to ensure that facilities are used as effectively as possible over the full duration of each year for the benefit of residents.
- Council shall prioritize the inclusion of shading in the design and development of public spaces.

#### **Policy PP-2: Volunteerism**

It shall be the policy of Council to continue to stress volunteer involvement in all aspects of recreational programming and community organisations, recognizing that it is becoming increasingly difficult to find volunteers.

#### **Plan Actions:**

- Council shall continue to work with all sports and recreation groups in the town to find ways to encourage volunteer participation through public information programs, volunteer appreciation and recognition initiatives, training and appropriate screening procedures.
- The Town shall encourage and support volunteer organizations in their efforts to develop recreation and other programs.
- The Town shall promote volunteerism in community organisations and social programs.

#### **Policy PP-3: Interest Groups**

It shall be the policy of Council to consider the varied and wide-ranging cultural and recreational needs of the community.

#### **Plan Action:**

- The Town shall encourage and develop programs and events that promote healthy living and provide opportunities for social interaction.

- The Town shall explore ways to enhance the collection of historical records relating to, and the communication of, the contributions of the diverse cultural and ethnic communities to the fabric of the town over its history.

#### **Policy PP-4: Sustainability of Recreation Facilities**

It shall be the policy of Council to plan for the long-term sustainability of recreational facilities.

##### **Plan Actions:**

- The Town shall prepare a Life Cycle Management Plan for all Recreational Facilities and Buildings in conjunction with its asset management system, including an inspection and maintenance program.
- The Town shall seek and secure capital investments.
- The Town shall assess the impact of the potential conversion of the York Point Fields on the current supply of active playfields within the town.

#### **Policy PP-5: Trails Development**

It shall be the policy of Council to develop trail connections accessing natural and scenic areas within the town for use by walkers, cyclists, and others. Trails shall be developed pursuant to the recommendations of the Parks and Recreation Master Plan and shall be designed to complement and supplement sidewalks, cycling lanes, and similar facilities incorporated in roadways pursuant to Policies PT-4 and PT-6 in Section 4.5 above.

##### **Plan Actions:**

- Council shall develop trails in natural corridors within the town that will facilitate access to nature and scenic views, particularly along the banks of watercourses and the town's coastline.
- Council shall seek opportunities to develop trails in the following locations:
  - On lands abutting the town's coastline
  - The banks of Howards Creek
  - The banks of Hyde Creek.
- Council shall seek to link existing parks and recreation facilities to trails and, via these trail connections, to each other.

#### **Policy PP-5: Waterfront Park Development**

It shall be the policy of Council to secure waterfront parklands abutting the town's coastline through the land dedication process as land is subdivided on the banks of the North and West Rivers.

#### **Plan Actions:**

- Council shall secure waterfront lands through the subdivision land dedication process and develop such land for parks and trails accessible to the public.

#### **Policy PP-6: Community Recreation Complex**

It shall be the policy of Council to investigate the need and potential to develop a new community recreation facility incorporating gymnasium space and such other spaces as may be needed to address the needs and interests of potential users.

#### **Plan Actions:**

- Council shall assess any additional community recreation facility needs, and the most appropriate location within the town and components to be included in potential future facilities, their likely costs to build and operate, and expected revenues to be derived therefrom.

### **4.9 INSTITUTIONAL**

Cornwall is well served with schools and churches. Council should ensure that these facilities are protected in terms of possible encroachment by conflicting land uses or the creation of serious traffic congestion or other safety concerns in their vicinity.

Council should also seek to encourage the development of other institutional facilities such as community care facilities, government offices, private and other specialized educational facilities, childcare facilities, medical facilities, cultural facilities, and non-denominational cemeteries.

#### **Objectives:**

- To work with the School Board, local principals and staff, and local church groups to ensure the continued viability, appeal, and safety of the town's institutional facilities.
- To encourage new institutional development in the town.
- To develop priorities for the development and maintenance of municipal facilities.

#### **Policy PI-1: General**

It shall be the policy of Council to protect the long-term interests of established institutional facilities in the town and to provide opportunities for further development.

#### **Plan Actions:**

- The Development Bylaw shall include institutional facilities such as schools and churches in designated Institutional Zones.
- The Development Bylaw shall limit land uses in the vicinity of Institutional Zones that could create significant land use conflicts by way of excessive noise, traffic generation, or other hazards or nuisances.

- Council shall work closely with the School Board, local school principals, and childcare facilities to ensure the safety of children and the long-term protection and enhancement of these facilities.
- Council shall actively promote Cornwall as a location for institutional land use and re-zone land for such uses in appropriate locations in response to development requests.
- Council shall promote the development of public and private community care and nursing home facilities in the town.

### **Policy PI-2: Facilities and Funding**

It shall be the policy of Council to identify priorities for the development and maintenance of municipal facilities.

#### **Plan Actions:**

- Council shall identify maintenance and upgrading priorities for municipal facilities.
- Council shall explore options for the creation of new municipal facilities.
- Council shall explore options to expand existing municipal facilities.

## **4.10 ENVIRONMENT**

While it is understood that urban development and some farming activities will have unavoidable impacts on the natural environment, it is imperative to have environmental standards to ensure the protection of surface and groundwater resources, significant habitat areas, vegetation, trees, coastlines, and other natural features that contribute to the visual appeal and overall health of the town and its natural systems.

Given that Prince Edward Island has no large bodies of fresh water, all municipalities are dependent on groundwater as the source of their potable water. While high quality groundwater resources are readily available in Cornwall, it is critical that the Town work with the Province to protect this invaluable resource from depletion or contamination.

Protection of Cornwall's significant natural features is a common theme for this Official Plan. The town's extensive, relatively unspoiled shoreline, forests, ponds, stream systems, and wetlands all contribute to its beauty and natural diversity. Council must work with private landowners to protect and enhance these natural assets. Wildlife habitat areas are particularly sensitive and require very careful management.

The Town works with the provincial department responsible for the *Environmental Protection Act* to identify and protect natural features, particularly the more sensitive areas. Where possible, significant features such as streams and ponds should be acquired through open space dedication and negotiations with landowners to ensure long-term protection.

The well-defined natural surface water drainage network in the town is a significant asset for storm water management. This system also offers excellent potential as a location for walkways and extensive recreation opportunities.

To achieve better protection and management of these significant natural features, Cornwall must update and keep current: long-term management plans for overall surface drainage and storm water management, and linear parks and trails. The Town also needs enhanced regulations to control storm water run-off and erosion due to construction and farming activities, to preserve trees, and to protect shoreline areas. These actions will not only serve to protect and enhance our natural environment, they will also lower servicing costs, increase property values, and improve the overall health of Cornwall residents.

### **Objectives:**

- To protect the quality and quantity of the town's vital groundwater resources.
- To protect and enhance the quality of surface water in the town.
- To protect the town's significant natural features.
- To protect and enhance wildlife habitat areas in the town.
- To participate in the management and enhancement of significant regional natural systems including the West River and North River.
- To encourage the preservation and expanded planting of trees in the town.
- To implement policies controlling erosion from construction and farming activities.
- To encourage acceptable maintenance standards and the control of unsightly premises.
- To encourage and support the local Watershed Group in its efforts.
- To work with all levels of government to encourage residents to consider renewable energy sources.
- To encourage the reduction of harmful cosmetic pesticide use.
- To build climate change considerations, including the impacts of land use decisions on climate change as well as the impacts of climate change on all aspects of the community – environmental, economic, social, and physical – into municipal decision-making processes.
- To provide a strategy for responding to human-made and natural disasters that could affect the town and the Province.
- To manage storm water run-off in the most cost effective and environmentally appropriate manner.

### **Policy PE-1: Groundwater**

It shall be the policy of Council to work with the Province to protect both the quantity and quality of groundwater resources in the town.

### Plan Actions:

- Council shall assist the Province in identifying and controlling potential point sources of groundwater contamination such as underground gasoline or fuel oil tanks, chemical storage areas, and refuse or dump sites.
- Council shall maintain a high level of testing and monitoring to ensure safe municipal drinking water.
- Land uses that would pose serious groundwater contamination risks, such as chemical plants or storage depots, shall not be permitted in the town.
- Council shall implement wellfield protection measures for existing and potential municipal well sites.
- Development permit applications shall be required to identify any agricultural chemical storage areas or petroleum storage.
- Council shall encourage the maintenance and protection of features that contribute to groundwater recharging such as wetlands, storm water retention areas, trees, and other dense vegetation. Council shall seek to identify and protect major aquifer re-charge areas in the town.
- Land uses that would utilize extremely high volumes of water shall not be permitted within the town.
- Council shall identify literature on water conservation, safe disposal of household hazardous wastes, and other information pertaining to the protection of the water supply and make it available to residents and property owners.
- Council shall work with the Province to develop policies for the use of geothermal systems.

### Policy PE-2: Surface Water

It shall be the policy of Council to protect and enhance the quality of streams, ponds, wetlands, and rivers within the town and to work with our neighbours, Watershed Groups and volunteers, and the Provincial Government to upgrade the entire West River and North River systems in accordance with Provincial regulations overseeing development adjacent to watercourses and wetlands.

### Plan Actions:

- The Development Bylaw will establish a conservation setback or buffer zone adjacent to all coastline lands, streams, drainage courses, ponds, and wetlands to limit construction activities and minimizing the disruption of natural vegetation in areas abutting watercourses that shall be at least as stringent as the requirements under the *Environmental Protection Act*.
- The Development Bylaw will require construction activities to implement erosion and siltation control measures to ensure the protection of adjacent streams and wetlands and prevent run-off on to adjacent properties.

- The Development Bylaw shall restrict the infilling or alteration of any surface drainage features without the issuance of a development permit and performance of an environmental assessment, and the issuance of a stream alteration permit where required by Provincial regulations.
- Council shall attempt to acquire ownership of surface water systems through open space dedication and negotiations with landowners.
- Council shall encourage the Province, private landowners, Ducks Unlimited, the Island Nature Trust, and other interested parties to develop management plans for all major stream systems and wetlands in the town.

### **PE-3 Environmental Reserve Overlay Designation**

It shall be the policy of Council to identify and designate environmentally vulnerable or sensitive areas in the town, including those areas that affect surface water and groundwater, for environmental protection.

#### **Plan Action(s):**

- Properties and portions of properties having wetlands and watercourses and areas designated as buffers adjacent to wetlands and watercourses will be designated with the Environmental Reserve overlay designation.

### **PE-4 Environmental Reserve Overlay Zone**

It shall be the policy of Council to create an overlay zone for land designated for environmental protection.

#### **Plan Action:**

- The Development Bylaw will establish an Environmental Reserve (O2) Zone, which shall be applied on areas designated as an environmental reserve as an overlay over the primary zone for those areas.
- The Environmental Reserve (O2) Zone shall establish additional requirements for the use and development of lands so zoned.
- All properties or portions of properties having a wetland, watercourse, or buffer zone, as well as any wellfield designated by Council or the Province will be included in the Environment Reserve Zone (Overlay), and applications for subdivision and development permits on these properties will be referred to the provincial department responsible for the *Environmental Protection Act*.

### **Policy PE-5: Habitat Areas:**

It shall be the policy of Council to work with the Province to identify significant habitat areas in the town, to restrict development in and adjacent to these areas, to encourage the implementation of management plans, and to work with the Province and our neighbours to jointly protect significant habitat areas in the region.

### **Plan Actions:**

- The following habitat areas shall be identified as Environmental Reserves on the General Land Use Plan and zoned accordingly in the Development Bylaw:
  - Salt marshes adjacent to North River
  - Mouth of Hyde Creek.
- Council shall limit development in other habitat areas such as wetlands, bogs, and ravines.
- Council shall attempt to gain ownership or hold in trust all sensitive natural areas in the town and, where appropriate, provide controlled public access. Where lands remain in private ownership, Council shall encourage appropriate protection and management of these areas.

### **Policy PE-6: Vegetation**

It shall be the policy of Council to encourage the protection of trees in the town, particularly in areas adjacent to streams and wetlands, and to generally encourage the planting of trees in the town. Council shall also encourage protection of natural vegetation and landscaping activities that beautify the town, maintain biological diversity, and add soil and coastal stabilisation.

### **Plan Actions:**

- Council shall consider the development of an Urban Forest Management Strategy to map and classify trees within the town.
- Council shall generally encourage the protection of trees as part of the consultation process on development applications and subdivisions.
- Council may consider the implementation of a Tree Preservation Bylaw.
- Council shall generally encourage tree planting and landscaping activities in the town.
- Where unique or significant flora areas and other natural assets are identified in the town, Council shall consider appropriate mechanisms to ensure their protection and may prioritise the acquisition of significant stands of trees and hedgerows as part of the parkland dedication process.
- Council shall work with the Province and the local Watershed Group to identify the benefits and impacts of forest cover on the health of the watershed and to promote the protection and planting of trees in order to achieve an appropriate level of forest cover.

### **Policy PE-7: Air Quality**

It shall be the policy of Council to restrict those activities in the town that would be unhealthy for air quality and, as noted above, to promote tree planting and tree preservation.

**Plan Action:**

- The Development Bylaw shall not permit the establishment of industries or other land uses that are known to cause or contribute significantly to air pollution.

**Policy PE-8: Solid Waste**

It shall be the policy of Council to promote solid waste reduction, re-use, and recycling, and to work with area municipalities and the Province to ensure collection and disposal of solid waste in an economical and environmentally appropriate manner.

**Plan Action:**

- The Town will continue to work with the Province and adjacent municipalities on the Province's overall Island Waste Management Program.

**Policy PE-9: Integrated Community Sustainability Plan**

It shall be the policy of Council to implement measures from the Integrated Community Sustainability Plan (ICSP) whenever possible and to update the ICSP when opportune.

**Plan Actions:**

- The Town will promote the visions of the ICSP, preserving a balanced lifestyle focused on resident well-being.
- The Town will promote the social, physical, and educational infrastructure of Cornwall to create a safe, friendly, and healthy community.
- Support consideration of the ICSP with reference to the 2017 Cornwall Infrastructure Servicing and Development Plan (ISDP) until such time as a revised ICSP can be prepared.
- Prepare a revised ICSP to address current and foreseeable infrastructure issues in Cornwall and to reflect the aspirations of town residents.

**Policy PE-10: Renewable Energy Systems**

It shall be the policy of Council to support the use of renewable energy generation systems of varying sizes, aimed toward enabling economic benefit for the community and individual residents, and to support the incorporation of alternative energy technologies and infrastructure for both the direct benefits to citizens and the avoidance or reduction of greenhouse gas emissions.

**Plan Actions:**

- The Bylaw will establish standards regulating the size and placement of wind turbine development, aimed toward enabling economic benefit to the community.
- The Development Bylaw will permit and establish standards for roof-mounted and ground-mounted solar systems.

- Council shall explore options for promoting the incorporation of renewable energy systems, such as charging infrastructure, into new developments.

#### **Policy PE-11: Sustainable Practices**

It shall be the policy of Council to support new development that promotes sustainable practices and climate change resiliency, including the utilization of energy efficiency, renewable energy sources, groundwater protection, reduced water consumption, and storm water management for the purpose of groundwater recharge.

#### **Plan Actions:**

- The Development Bylaw may establish criteria for reporting on energy efficiency or other sustainable practices in the development application process to facilitate the tracking and promoting of such practices.
- The Development Bylaw may establish standards and criteria for development and construction practices that support climate change mitigation and adaptation, including in relation to impermeable surfaces, subdivision design, the protection of forest cover, and natural infrastructure.

#### **Policy PE-12: Flood and Erosion Protection**

It shall be the policy of Council to ensure that all subdivision or development of areas adjacent to watercourses and wetlands meet standards necessary to mitigate risks associated with coastal or riverine erosion and flooding due to current or future storm surges and projected sea level rise due to climate change, and that those standards be updated as new data and information is made available to the Town.

#### **Plan Actions:**

- The Town will work in cooperation with the Province to develop best management practices to address coastal hazards and will make information on coastal/riverine risks available to the public.
- The Development Bylaw will require applicants to seek a provincial coastal hazard assessment prior to the review of a development or subdivision application on a lot adjacent to a wetland or watercourse, or in flood risk areas as identified by the Province over time.
- The Development Bylaw will establish horizontal setbacks between new developments and eroding shorelines to provide sufficient distance to ensure that the adverse effects of erosion or flooding do not endanger the development over its life.
- The Development Bylaw will establish vertical setbacks for new developments in coastal floodplains to provide the sufficient elevation of buildings to ensure that the adverse effects of coastal flooding do not endanger the development over its life and to minimize the risk to public health and safety.

- The Town will continue to update erosion and flood risk data as new data and information is made available from the Province or other sources on the delineation of wetlands and water sources, and changes to the location of coastline, over time.
- The Development Bylaw may require property owners to engage a qualified professional regarding the design and location of any coastal development to ensure that the projected lifespan of the development, value of a structure, and individual risk tolerances are considered when making decisions about the development of a coastal property.

# 5 GENERAL LAND USE PLAN

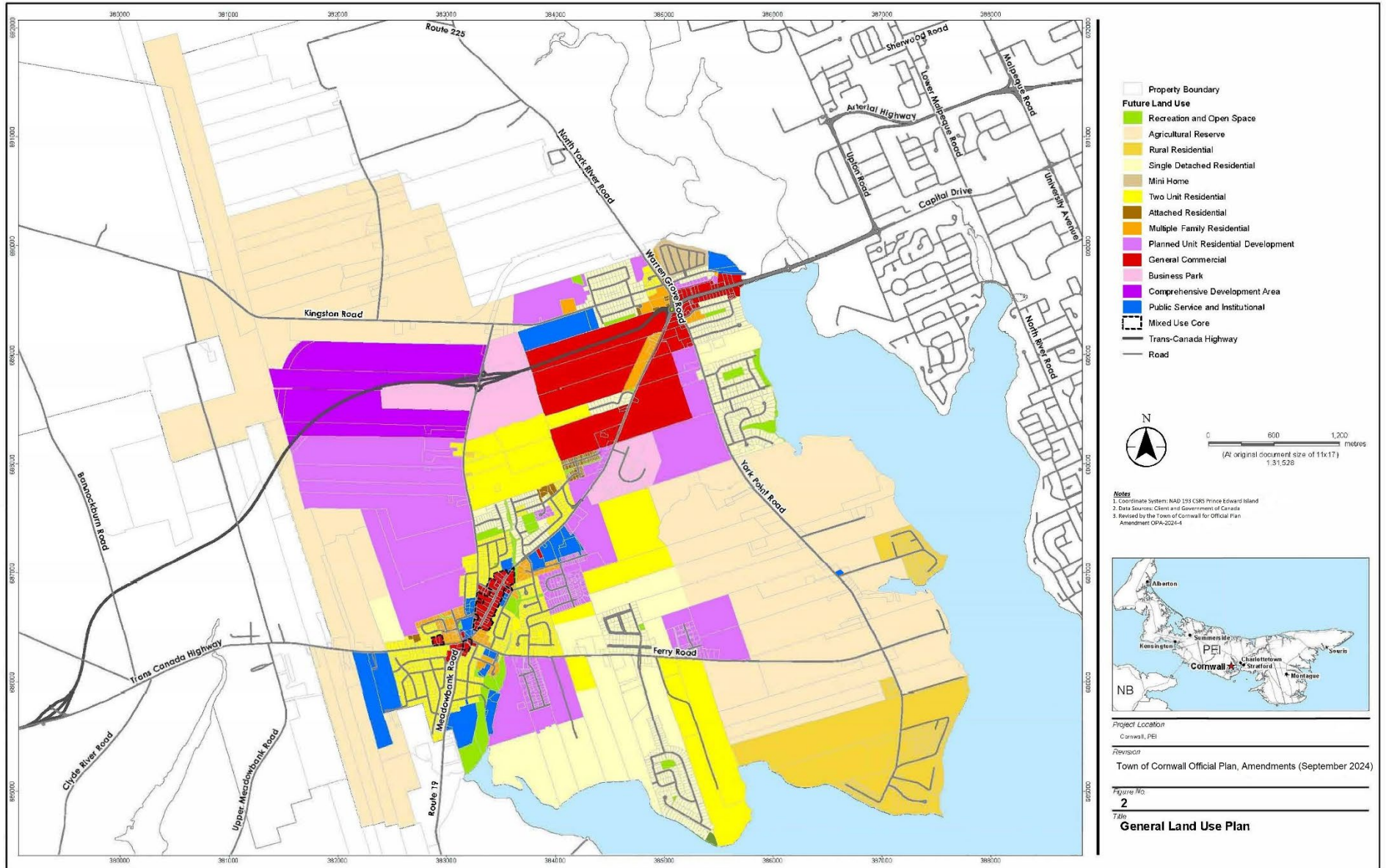
The General Land Use Plan is a conceptual representation of the land use patterns Council envisions emerging over the next 15 years. It lays the foundation and establishes the direction for the Zoning Map in the Development Bylaw, which is more precise in terms of boundaries and land use designations. The Zoning Map must, however, conform to the General Land Use Map.

## 5.1 LAND USE CRITERIA

In formulating the General Land Use Plan, Council has applied the following criteria:

- Land use conflicts shall be minimized;
- The Town shall encourage mixed residential housing options that balance diversity needs, affordability needs, density needs, and accessibility needs;
- Agricultural areas shall be protected;
- Commercial development will locate in areas that are compatible, well served by major traffic routes, and well suited to the particular type of commercial activity envisioned;
- The Town shall encourage intensive mixed-use development on Main Street, particularly in the Mixed Use Core Area where commercial and residential uses shall be encouraged to locate in mixed use structures;
- Industrial activity will only be permitted in areas designated for industrial use; and
- Land adjacent to watercourses and other significant natural areas will be designated as Environmental Reserve.

Figure 5 General Land Use Plan



# 6 OFFICIAL PLAN IMPLEMENTATION

Administration and implementation of this Official Plan are the responsibility of Council. Council shall, however, seek the input of the Planning Board and other Committees on matters pertaining to the Plan. The primary implementation tool for the Plan is the Development Bylaw. Aspects of the Plan may also be implemented through other municipal bylaws or regulations, Council's operating policies and procedures, the municipal budget and other appropriate Council actions. Council may also delegate aspects of the implementation of this Official Plan to a Development Officer appointed by Council.

## 6.1 DEVELOPMENT BYLAW

Concurrently with the adoption of this Official Plan, Council shall amend or replace its current Zoning and Subdivision Control (Development) Bylaw to conform with the policies and provisions of this Official Plan, in accordance with the provisions of the *Planning Act*. The updated bylaw shall be referred to as the Town of Cornwall Zoning and Subdivision Control (Development) Bylaw #422 and may be referred to as the Development Bylaw. Both documents take effect upon approval by the minister responsible for the *Planning Act*.

The Development Bylaw shall set out specific land use zones, permitted uses for each zone, standards and procedures for development and land use, and procedures and standards controlling the subdivision and consolidation of land in the town. The Bylaw may also provide for "special permit" uses.

### **6.1.1 Approval of Development or Change of Use**

The Development Bylaw shall require any person undertaking any development or change of use of land or premises to apply for a development permit using the Town's standard application form. Exceptions shall be noted in the Bylaw. Council may attach such conditions as it deems appropriate to any development permit to ensure conformance with this Official Plan and the Development Bylaw.

The Bylaw may also require submission of a Construction Plan for the development outlining such details as construction phasing, stockpiling of soil, screening or fencing, erosion or run-off control measures, heavy truck access, and any other item that could present a nuisance or hazard during construction.

A Site Plan, Footing Plan, Drainage Plan and/or Landscape Plan may be required for the Development Officer to determine if the proposed development meets the requirements set out in the Development Bylaw. Once the development is approved, a numbered permit will be issued that must be displayed at the site. The receipt of a development permit does not excuse the applicant from complying with any Provincial or Federal laws in force, such as the building code, fire protection, health and safety, sewage disposal, signage, plumbing and electrical installations, and others. Council shall liaise with Provincial officials during the permit-issuing process.

### **6.1.2 Development Agreements**

Council may, at its discretion, require the developer of a subdivision or a development to enter into a Development or Subdivision Agreement. This agreement will contain all conditions attached to the development permit or subdivision approval and will be legally binding on both parties.

### **6.1.3 Variances**

Council may grant variances to the provisions of the Development Bylaw where strict compliance would represent an inappropriate burden to the landowner and where the general intent of this Official Plan is upheld. Council may delegate authority to grant minor variances to the Development Officer(s) under the Development Bylaw.

### **6.1.4 Development Assistance and Promotion**

Council shall direct Town staff to provide hands-on assistance to prospective developers in terms of outlining the provisions of the Development Bylaw and promoting good design and safe, efficient use of land.

Council shall continue to work with individual landowners, business operators, and Federal and Provincial development agencies to promote the Town of Cornwall as a location for appropriate investment, in conformance with the provisions of this Official Plan.

## 6.2 BUDGETING

While the Development Bylaw, as well as bylaws passed under the *Municipal Government Act*, is the primary tool for controlling and directing private sector development activities in the town, the municipal financial plan is the key policy tool for directing the activities of Council. As such, the budget is a key implementation tool for the policies laid out in this Official Plan and, to the extent practicable, the budget should conform with the policies of this Official Plan.

### 6.2.1 Budget Policies

Council has established the following fiscal policies as a framework to guide municipal revenues and expenditures:

- As a general policy, Council shall strive to maintain stable and affordable property tax and utility rates.
- Council shall pursue options for cost-sharing and maximize assistance from all other orders of government.
- Council shall generally apply a “user pay” approach for programs and services, while accounting for socio-economic inequities.
- Council shall consider the implementation of a system of development charges to require developers to compensate the Town or another person for an increase in a capital cost that results from a need to directly or indirectly service land that is to be developed or subdivided, or that will be incurred as a result of the effect of a development or subdivision on other areas.

### 6.2.2 Capital Priorities

While other capital projects may arise over the life of this Official Plan, the following items have emerged from the Plan deliberations as current priorities:

#### Central Water Supply

- The Town will maintain and upgrade the existing water treatment facilities at each existing wellfield.
- Capital improvements to the municipal water system shall be a priority. Existing under-sized water mains are to be upgraded to allow fire rated water supply, as funding becomes available.
- The Town shall continue its policy of ensuring fire flow capabilities in all new installations and replacements.
- The Town shall investigate and implement measures to protect all municipal water supply sources.
- The Town shall explore the implications of connecting the existing central water system to that of the City of Charlottetown’s in the long term.

### **Mixed Use Core Area**

- Council shall encourage the allocation of municipal funds and contributions from senior governments to improve the Mixed Use Core area of Main Street.

### **Sewage Collection and Treatment**

- The Town shall continue to upgrade its sewage treatment facilities.
- The Town shall investigate the means to maximize the capacity of the Hyde Park and North River sewage lagoons as needed to support population growth in the town, including the exploration of the potential connection of the North River sewage lagoon to the City of Charlottetown's utility, if appropriate.

### **Sidewalks/Walkways/Cycling Facilities**

- Council shall consider annually an allowance for sidewalk construction and maintenance. A common sense approach of extending sidewalks into the more populated areas from existing sidewalks, will be a priority.
- Council shall integrate sidewalks with trail facilities where possible to enhance pedestrian connectivity across the town.
- Council shall encourage the continued development of a Cycleway for the exclusive use of active transportation modes within the Main Street right-of-way.

### **Parks and Recreation Facilities**

- The Town will continue to pursue the development of recreational facilities, both active and passive, and will partner with neighbouring municipalities and sports groups in moving these projects forward.
- The interconnection of the existing walking trails will be priority.
- Council and staff shall implement its Parks and Recreation Master Plan to ensure coordinated development of parks and recreation facilities in the town.

## **6.3 REVIEW**

Council shall, on a regular basis, review its activities in terms of the successful implementation of this Official Plan in accordance with the provisions of the *Planning Act*.

## **6.4 AMENDMENTS**

The Official Plan and Development Bylaw may be amended as circumstances change in the town or in response to requests from the public, provided that all provisions of the *Planning Act* are met.

## 6.5 APPEAL PROCEDURE

Any person who is dissatisfied with a decision of the Development Officer or Council in the administration of the Development Bylaw may, within 21 days of the decision, appeal that decision in accordance with the Section 28 of the *Planning Act*.

# APPENDIX A –

## MUNICIPAL WELLFIELDS



Figure 6 Cornwall's Wellfields. Source: WSP Source Water Protection Plan, October 2020



*Indicates private water system in River Point - no wellfield has been identified for that system.*

# APPENDIX B –

## DESIGNATED MIXED-USE CORE

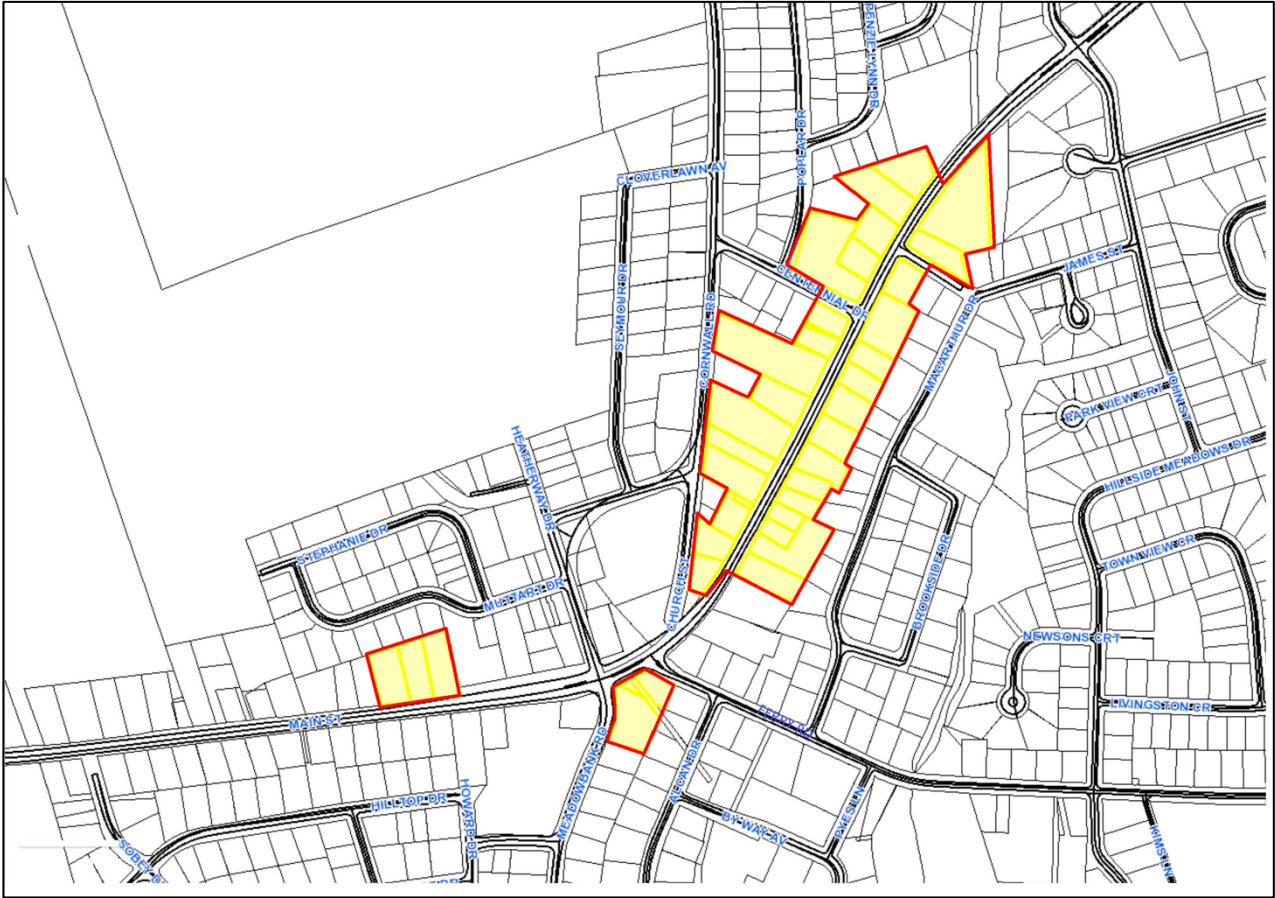


Figure 7 Designated Mixed-Use Core - included properties highlighted