

**WATERFRONT PLAN  
TOWNSHIP OF SOUTH STORMONT**

**May 30, 2005  
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Prepared for

**THE TOWNSHIP OF SOUTH STORMONT**

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# WATERFRONT PLAN THE TOWNSHIP OF SOUTH STORMONT

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## 1.0 INTRODUCTION

This Study was commissioned by the Township of South Stormont in order to:

- evaluate opportunities to integrate Township initiatives with the extensive land holdings of the St. Lawrence Parks Commission (SLPC);
- improve public access to the waterfront;
- review safety issues along the waterfront;
- develop the potential for tourism;
- encourage the protection of the natural environment; and
- guide development in the Water Front Area with specific planning policy, design guidelines, and servicing requirements.

This Study has built upon previous work completed by the South Stormont Waterfront Development Committee (SSWDC), the Chamber of Commerce, and the St. Lawrence Parks Commission (SLPC). The SSWDC had previously undertaken an extensive work program to research the history of the waterfront and had completed public meetings. Appendix A is an extract from the previous report that provides additional Waterfront history. This project was designed to take this historic information, expand upon it, place it in an overall planning context, and provide the Township with recommendations as noted above.

The definition of the Waterfront Area was expanded from that used previously to include lands on both sides of former Highway 2, the Heritage Parkway. Figure 1 shows the location of the Study area in relationship to the Township as a whole. This decision to amend the limits of the Study Area was taken to allow consideration of the role of the former Highway and the role that commercial development can play in the areas of tourism and provision of services to the general public. Greater private sector development will be possible if these privately-owned lands are included in addition to the extensive public ownership pattern of the Waterfront itself.

The promotion of the Township's Waterfront Area provides benefits to all parties. The benefit to local residents would be improved access, trail systems and services. Tourism will benefit from explaining and promoting the impact that the Seaway had on the community. Commercial interests can benefit from the very same initiatives by participating in the creation of a historical centerpiece for Eastern Ontario.

The Report has been formatted in such a way as to permit the user to first review the recommended philosophy for the Waterfront Area. The philosophy is an articulation of a set of themes and objectives which can be used to direct improvements to the Waterfront Area. This is followed by initiatives that the public, agencies, and the Township can pursue for the waterfront area. The Report then provides a synopsis of the history of the area, samples of what other communities have undertaken to improve their waterfront, the tools available to implement the initiatives, and a draft of planning policies that the Township can use to provide direction for the development of the Waterfront.

Sections are also included that describe the approaches used in other waterfront studies, the development of trail systems and marketing/branding approaches. The final sections outline current land use planning issues that will be involved and the types of approvals that the Township will need to consider when undertaking any initiative.

The Waterfront has the potential to become a more active and prominent part of the life of the Township. Such a change can contribute to both the lifestyle of the residents and can contribute to the commercial interests of businesses that are found in the community.

The term development is used throughout this Report. The term is not limited to development of urban type uses. Development includes the creation of a park setting for passive activities or active sports fields, the development of an amphitheatre, or simply the maintenance of the natural setting to improve the views of the water.

A major deliverable of this Study is a recommended set of land use policies that will aid in directing the implementation of the initiatives that are introduced in the Report.

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## 2.0 STUDY PROCESS

The Township provided two opportunities for the Public to provide input into the development of initiatives and policies for the Waterfront. The first meeting focused on the historical information that was developed in 2000 and asked for input related to the data that had been collected. There was also input sought from the public related to the strengths, weaknesses, opportunities, and threats that the public perceived. This first meeting was held at the Fire Hall in Long Sault and was attended by 20 people. A summary of the comments received is found in Appendix B.

The second meeting was convened in Ingleside at the Rothwell-Osnabruck Hall. This meeting was designed to provide the community with the principles within which the future development of the Waterfront Area would be based. The short, medium, and long-term objectives that had been developed since the first Open House were also presented to obtain the views of the public. Four individuals signed into the meeting, and several others attended but did not sign in. A summary of the comments received is found in Appendix C.

A series of six meetings was also held with the Waterfront Committee throughout the course of the project.

The draft Final Report was made available to the Committee for its review and input before a final Public Meeting to present the initiatives and the draft of the Secondary Plan.

The original work completed by the Waterfront Committee described a series of 16 sub-areas. These areas are highlighted on Figure 2. This Report will focus on those specific areas that would benefit from some form of action. This will range from the clearing of scrub to reinstate a view of the river, to developing lands for commercial purposes.

The implementation of the initiatives will be the ongoing responsibility of many volunteers from the community. The Township will be expected to set the stage by adopting specific planning policies to direct the growth of the Waterfront Area.

Appendix E is the proposed Secondary Plan for the Waterfront Area. The Township will ask that the United Counties of Stormont, Dundas and Glengarry adopt this as an Amendment to the Counties Official Plan. The Township will be responsible for developing a Zoning By-law to implement the plan.



### 3.0 WATERFRONT PHILOSOPHY

The Waterfront Area of the Township is a very long corridor, some 26 kilometres, with the St. Lawrence River and a number of islands forming the dominant landscape feature on the southerly side. The Waterfront itself is primarily in public ownership, as explained in Section 5. The Heritage Parkway (former Highway/County Road 2) and the land abutting it forms the northerly part of the Study Area. This portion of the Waterfront is primarily in private ownership and includes the portions of the Villages of Ingleside and Long Sault which abut the Heritage Parkway. This unique combination of ownership allows the Township to take advantage of the vast investment in publicly held Waterfront lands while leveraging this to encourage private sector investment.

The following principles form the basis for how any development activity on the Waterfront needs to be evaluated. The Township should adopt these principles as the key objectives, or tools, that need to be utilized in order to establish a clear, long-term future for the Waterfront. This can be accomplished through adoption of specific land use planning policies and through a consistent application of the following principles.

#### 3.1 Accessible

**Principle: Accessible**

*The Township will work with the SLPC and local groups to maintain and improve specific points of access to the water, views of the water, and access to the waterfront for passive and active purposes.*

The Waterfront of the Township of South Stormont is manmade. The shoreline has very little topographic relief, but at the same time, provides for excellent water access, vistas, and views of both calm waters and the Seaway itself. Figures 3 and 4 are typical views of the Waterfront. Figure 3 is looking towards Moulinette Island from the road allowance formerly known as Old Post Road. Figure 4 is taken from the bicycle path, west of Farran Park. These are examples of the type of vistas that are available from many points along the Waterfront.



Figure 3



Figure 4

The public ownership of this strip of land has kept the water very accessible to the public. This accessibility is one of the key features that makes South Stormont unique among municipalities in Ontario. This public accessibility must be retained as a part of the long term strategy for the Township. The Township can use its influence in the community to encourage the beautification of the Waterfront by volunteers and can encourage the development of the lands south of the Heritage Parkway to encourage more use of this resource.

The lands along the shoreline are relatively flat and easily accessible at many points. One clear example is the bicycle path, which provides many views of the water across the entire length of the Township. This path runs along both a former rail line and the shore itself in other areas. Figure 5 is a photograph taken from the bicycle path opposite Chantine Meadows.



Figure 5

Another example of the accessibility are the trails in the Bird Sanctuary. These offer a range of trail related activities, not directly related to the water itself.

The Township needs to work with the SLPC on a regular basis to create improvements to the lands under control of the SLPC. This should include work done by volunteers, non-profit groups, private sector and the Township.

Access to the water must be safe for the public and needs to be designed in such a manner to encourage access for all, including physically disabled individuals. This should be taken into account when designing any improvements to the area. Access can be established through improvements to the continuous pathway system, additional swimming locations, loops on trails to the Waterfront, improved visual access – vistas, ends of streets, places to picnic and sit, and recreational opportunities. Each type of venue will provide both local residents and tourists with comfortable places to relax. These ideas will be expanded upon in Section 6.

### 3.2 Public Ownership

**Principle: Public Ownership**

*The Township should take advantage of the public ownership of the water frontage and work with the SLPC to use the area for the benefit of the residents of the Township and tourists.*

The Township has a huge asset in the publicly-owned Waterfront. Figure 6 is a map showing the extent of the public ownership in the Study Area. This has been leveraged to advantage through the leasing of Farran Park and in the development of the Waterfront trail from Long Sault to the Cornwall boundary. The continued development for public purposes and for public access is a key principle for the Township to pursue.

This extent of public ownership is not found in very many places in Ontario. In many locations, including areas close to South Stormont, most of the Waterfront has been placed in private hands. This has created situations where the public has very limited access, limited views, and no opportunity to enjoy the benefits of the Waterfront. This has led to the need for expensive land acquisition by municipalities, conservation authorities and the not for profit sector, such as land trusts. Over thirty land trusts have been established in Ontario over the past 15 years to help communities address these deficiencies. South Stormont is in the enviable position of having an existing public ownership as the basis for community development.

While the Seaway created a great deal of controversy over the ownership of these lands, the Township can take advantage of this very ownership to provide a benefit to the residents of the community in general and for the business owners specifically.

The Township has examined the role of the Waterfront on several occasions and the future is a common topic for discussion. There is a clear desire from those who have provided input that the Waterfront be retained in public hands and not be developed for purposes that will not serve the public interest. This position forms one of the key philosophies that are found throughout this Report.

This does not preclude private sector development in the Study Area. There may be limited opportunity for private sector development at the water's edge but the lands between the water and the Heritage Parkway can be improved to support such development on the Parkway itself.

Public Involvement in the development of land use decisions is critical to the success of any project. This needs to be done on an ongoing basis with newsletters, newspaper articles, community group recognition, and continued involvement of volunteers from throughout the community. The involvement needs to be more extensive than required by the Planning Act to ensure that the public can be involved from the time a project is conceived, not at the point a By-law is being proposed.

### 3.3 Improvement for the Future

#### Principle: Improvement for the Future

*The Township should encourage a coherent framework for public and private sector development for the benefit of the residents and business*

The existing Waterfront development, such as the marina, yacht club, and residential uses, should be respected, and clearly accepted as a part of the uses that are appropriate on the water. This should include the ability for these uses to expand when it is in keeping with the principles and initiatives set out by the Township. The Township needs to examine opportunities to support further growth in the area. This can include support for events oriented to either local residents or tourists, such as the Pond Hockey Tournament (see Figure 7), or seeking a proponent for a new commercial development (i.e. a hotel complex). This can also include public investment in facilities and development to provide access to the water and venues for events. In the past, the focus has been singularly upon the actual Waterfront property. The lands that have been created as the new Waterfront, including the islands and the Parkway, are not the lands that will permit significant private sector development that will provide the facilities needed to establish a more vibrant tourist economy.



Figure 7

The inclusion of the commercial lands that are found along the Heritage Parkway in the two Villages is one example of how the policy direction can be set by the Township. The inclusion of the lands on the north side of the Heritage Parkway that join the two Villages and extend towards Upper Canada Village and the City of Cornwall, are the other areas where the Township can encourage development that will take advantage of the proximity to the water.

The Township needs to take a leadership role in encouraging and facilitating the redevelopment of the Waterfront. This should include community services, recreational components, commercial services, a full range of housing types, including seniors accommodations, and tourist opportunities.

The Long Sault Marina is the only facility of its type in the Township and needs to be a vibrant part of the local and tourist economy. A recent study for the New York State Canal Authority suggests that “boat watching” attracts far more tourism and recreational activity than actual boating. Municipal support for this venture can include agreement on how to develop the lands that front on the Heritage Parkway and how to improve the visibility of the site from the road. This should also be tied into the redevelopment of the Long Sault Business District through an agreed upon set of uses for the lands that connect the two areas. The Chamber of Commerce could also develop a boat race that would assist in drawing tourists, both boaters and spectators. Section 6 provides an example of how this can be accomplished.

The overall approach should be clearly oriented towards taking advantage of the public ownership of this vast area to benefit the community as a whole, but must also recognize that there may be opportunities to advance the current operations to benefit the economy of the Township. This includes commercial operations that are existing and promoting the development and redevelopment of those areas that are presently set aside for future growth.

It is necessary to make it clear that the land to the north of the Heritage Parkway is an integral part of the future for the Waterfront Area. The ability of entrepreneurs to develop lands in the area is primarily restricted to the area north of the Heritage Parkway. The lands that have frontage on the Heritage Parkway must be considered in a complementary manner to the actual Waterfront and should have policies that will encourage this linkage.

The primary tool for the Township to set out this direction will be the Secondary Plan. The policies contained in the Secondary Plan include a summary of the principles set out in this section. The objective will be to provide a coherent framework for public and private sector development for the benefit of the residents and business owners. This will include a description of the type of uses that would be encouraged, a clear definition of the area involved and the encouragement for the Township to advance the interests of the Waterfront in its regular activities.

### 3.4 Sense Of Place

**Principle: Sense of Place**

*Provide a location that the residents and tourists will find attractive to visit regularly.*

Portions of the Waterfront, such as that as shown in Figure 8, can leave one with the perception of a significant place in the Township. This sense of place is not clear along the entire Waterfront. All development must be undertaken with a view to creating a place that you want to go to repeatedly. The creation of desirable locations that people want to visit is a key criterion to use when evaluating ideas for the Waterfront.



Figure 8



Figure 9

At this time, the most common opinion held by residents seems to be that the entire Waterfront has been neglected. This is not to say that the area is run down, it simply means that there has been no activity that shows the area is being taken care of properly. There are locations where the Township has undertaken some specific work, such as at the entrance to Farran Park, Figure 9, and Lakeview Park, but this type of care needs to be expanded.

The use of local volunteers is the best means to start this type of regular maintenance. One of the keys will be to enlist the existing groups, develop additional groups and provide them with the ability to maintain specific parts of the Waterfront. This will include proper agreements with the SLPC and the Township to ensure that their activities are properly authorized. The type of activities that can be undertaken will be explored under the initiative section, but they include creation of specific flower gardens that can be adopted by a group, the creation of an “adopt a tree” program, including a plaque to recognize people or events, and the adoption of a section of trail to keep clean. This pride of ownership approach has proven to be very effective in other communities.

Establishing a sense that the Waterfront is a lively place that has activities occurring on a regular basis will bring people to the area. The Township needs to pursue with SLPC and local groups the establishment of specific events to utilize the Waterfront. These events will have to be connected with the development of sites, such as parks, band shells, sports activities, and connections with the commercial activities in the two Villages. The Pond Hockey Tournament and fishing derbies are examples of events that have the ability to draw from both the local community and the tourism sector.

Figure 8 shows that the natural beauty of the area has a definite attractiveness that can be exploited. The development of the Waterfront can capitalize on these types of natural amenities to bring in tourist traffic. This can then generate a specific sector of development in the Township. This effort would include a marketing and branding initiative to assist with establishing the type of growth that the Township is seeking.

### 3.5 Encourage Tourism

**Principle: Encourage Tourism**

*Encourage the development of the tourism sector through public and private sector initiatives.*

The opportunity to create tourism uses can be of benefit to both businesses, existing and future, and for the residents of the Township. The Township can be the location where distinct tourist uses that build upon the local assets can provide both employment and places for residents to use.

Tourism is a very broad category that relates to both the provision of physical assets, such as accommodation, and destinations. The Township has some motels that can be used as a basis for this growth, but additional alternatives and connections to Bed and Breakfasts needs to be done. The Chamber of Commerce is an excellent source for advertising and for marketing through their website. This should be jointly undertaken

with the Township and larger associations, such as Ontario Bed and Breakfasts, and Tourism Ontario.

The use of the Waterfront will have two main thrusts, one for residents, and one for tourists. These are not in conflict as all can make use of the facilities associated with public land. The key role of tourism must be recognized in all Planning and Economic Development documents and in the approach of the Township to development applications. Employment opportunities can be developed in this area. One of the key objectives outlined in the planning documents will be the defining of these uses, remembering that the uses should be of benefit to residents and also serve to further the development of viable local business interests.

The proximity to Upper Canada Village and to Canada's Capital needs to be exploited to further build upon the Lost Villages theme and to explore local interests in related historical themes, such as the Titanic Museum idea and the Morrell proposal to house an extensive miniature house collection. The Township has a number of facilities that can also be exploited in a manner similar to Upper Canada Village. There are local parks, such as Lakeview and Farran Parks, that can serve as local attractions. This ties directly to the next philosophical topic.

The existing marina and the ability to attract boating traffic are also key areas where potential may exist to develop new markets for the Township. This would require a commitment from the marina, from the Township and SLPC to create a desirable environment for the facility to potentially grow and provide amenities to support users of the marina. This could include walking paths to Long Sault and some features on the lands in front of the Village of Long Sault. Ecotourism may also hold promise for the future.

The philosophical approach for this will be to encourage the development of tourist related activities and sites. These should build upon those facilities that currently exist, including the marina, the motels, restaurants, and the bed and breakfasts. This can tie directly into the philosophies of historical related activities, to the creating a sense of place for the Waterfront, and to the premise of making the Waterfront accessible. This also demonstrates the connection to taking advantage of the public assets along the actual Water front and building upon the private lands that are available to build supporting commercial activities on the north side of the Heritage Parkway.



### 3.6 Take Advantage of the Heritage

**Principle: Take Advantage of the Heritage**

*The South Stormont Waterfront has significant historical roots and natural assets which must be the basis for the environmentally sensitive development of the Waterfront Area.*

The waterfront is an historic location. Each of the existing cultural sites that have been developed ties people to the past and shows the impact that man has had upon the landscape. The recognition of this heritage is the opportunity to further expand upon the theme and can tie all proposals together to create a cohesive Waterfront Area.

The pride in the Lost Villages is obvious and forms an opportunity to create new development. The present Villages should take advantage of this as the theme for the future. This extends to the redevelopment of existing sites and to the integration of paths, etc. in building upon this consistent theme. This sense of place must be developed consistently based upon the theme of the heritage of the area to set the Township apart, and add to other existing attractions, such as Upper Canada Village. This approach should not forget the impact on other historic features, such as the cemeteries and specific impact upon families of the area. The background research done in 2000 by the Waterfront Committee provides specific examples of historically important changes. This work is undertaken by the Lost Villages organization. The Township should continue to support these efforts to portray the history of the Township. The Lost Villages, the public ownership of the Waterfront, and the openness of the corridor can be incorporated into both the designs and the marketing of the area.

Continued development of a system of historical monuments along the pathway system can provide points of interest that can extend a visitor's stay and provide more context of the importance of the area and the changes that have occurred. This should include the development of the waterway and the longer history associated with the pre-inundation period. This recognition of the heritage can be the key to tying together the disparate interests and potential for such a large area. Ideas such as this are outlined in the Initiatives Section.

Pursuit of the establishment of new museums, and the expansion of those that are existing, to celebrate the waterway and the pioneer history of the Township should be a focus of the Township. For example, the Energy Information Centre found at the former Ontario Hydro Generating Station has not been open on a regular basis since 1992. The Township could investigate the relocation as a possible focal point for development

of one part of the Township. This Centre included information on inundation and the overall energy sector, both of which are of interest to the public.

The potential to build upon the Upper Canada Village theme is also possible. At a minimum, the cross marketing with such a popular attraction must be explored to show the connection to the more recent history that people can explore just minutes away.

The Waterfront that has resulted from the inundation has evolved into a wonderful natural area due to the public ownership of the lands. This natural landscape has not grown up in a way that accentuates some of the natural attributes of the area, such as the views of the water. The natural beauty found along the corridor needs to be clearly articulated and defined when examining the potential for development along the Waterfront. This rural beauty is a significant asset that must be used to advantage and to set the Waterfront of South Stormont apart from that of the urban areas. The type of environment will be different in the area of the Bird Sanctuary when compared to the marina or the yacht club, but both take advantage of the large, open, and public nature of the Waterfront. Development that takes these natural features into account is encouraged by the 2005 Provincial Planning Policy Statement that came into effect in March of 2005. The development of all lands should take into account the desire to maintain a high quality of the environment, recognize the importance of protecting the riparian zones and floodplains, as well as the significant wetlands. The protection of significant habitat, such as the Bird Sanctuary, and the preservation of wildlife corridors are all aspects of any development review. The protection of such features is a benefit to the environment, the community, and to the potential for generating interest in coming to the area.

The development of site specific improvements can build upon this idea. The creation of a historical walk from the commercial area of Long Sault to the marina is one idea that can be examined by the Township. This is an area where historical gardens can be developed, an arboretum where individuals and groups can plant trees dedicated to people, places or events, where historical monuments can be added, and where sites can be developed for picnics and for local performers/artists to show their works. This is one example of how history can be brought to the public and integrated with present day events. Figure 10 is an example from the arboretum in Ottawa that shows how a memorial system can be organized around dedication of a tree.



Figure 10

The evaluation of change needs to include the examination of the future results to ensure that the Waterfront is left in a better condition than we find it today.

Environmental cleanup needs to be a clear goal for all changes that are proposed. If this philosophy is applied from the beginning, then 'good' development will come to the fore. This will be particularly the case when examining the potential to redevelop the existing commercial lands. The Township can use its powers under the Municipal Act and the Brownfields Redevelopment Act, amongst others, to encourage redevelopment of existing sites in both Long Sault and Ingleside.

The overall philosophy of having a Waterfront that is clean is the other obvious means to provide a positive image of the area. This will likely require the development of agreements with local groups to keep the area cleaned up, particularly in the spring period.

The last component of this aspect will be the development of a policy to deal with the Canada Goose population so that the beaches and parklands do not become overrun with the geese to the detriment of those attempting to use the area. Municipalities such as Mississauga and Hamilton have developed policies in this regard that the Township should explore.

The continued development of facilities, such as the multiple use pathway system to encourage walking/cycling/skiing for residents of the villages and for tourists, must be a clear focus when any development is considered. The promotion of such healthy activities is an asset to both the local community and to the attractiveness of the area for tourists. Development must take advantage of the open-air activities that can be expanded along the Waterfront. This is becoming known as a Green approach to development. For private sector and public sector projects, funds are available for Green Projects from many sources. Development of healthy lifestyle communities is just beginning and, for retirement communities, this is a potential marketing niche. Such a niche can be connected to many of the philosophical approaches referred to above.

A consistent theme for all development should be building upon the historic roots of the community. This applies to development of parks, passive and active recreation uses, and the development of the natural environment through tree planting and development of gardens.

Pursuit of development of the agricultural history, the pioneer spirit, the links to Upper Canada Village and the Lost Villages themes provide focal points for the Township in directing new ideas. This should be pursued for all new commercial development and can be used as a direction for development of high density residential

uses along the Heritage Parkway. This can be expanded to include the development of historical gardens, walkways, and even theme camps for children.

The Township should also encourage the SLPC, the Counties, and any other provincial and federal agencies, to follow this historical theme when undertaking any improvements to their facilities that are found in the Township. This could apply to any public infrastructure that is being built in the Waterfront Area.

Development that is clean, green and rooted in history can become a central approach for the Township to focus its efforts in improving the area, in encouraging the marketing of the area, and to work with local groups to keep the area clean and seen as a desirable place.

### 3.7 Fiscal Responsibility

**Principle: Fiscal Responsibility**

*The Township will undertake all activities seeking all of the available assistance from senior levels of government, and will enlist the private, non-profit and volunteer sectors wherever possible in joint efforts.*

The Township should undertake all development in a fiscally responsible manner. In so doing, the Township will make every effort to take advantage of all appropriate subsidy programs, joint ventures, and partnerships, and with volunteers, to encourage development that is both environmentally sustainable and cost effective. Expansion of commercial assets should be done in a manner that will not incur costs for the Township. The Township can examine its administrative fees to determine if certain types of development should be exempt from Township fees in order to encourage it. The Township must pursue the continued recruitment of volunteers at all times. The Township should also work with all other agencies in the area to promote the Township and developments outside of the Township that will add value for the residents and provide a better tourist environment in the entire area.

One example would be the facilities at Lakeview park. A private sector partner will likely be required to have the facilities at this park re-opened. The Township has limited capital dollars for investment and there is a need to show partnerships and public demand before tax dollars can be committed.

## 4.0 INITIATIVES

The Terms of Reference for the Waterfront Study included a requirement for identification of some specific projects that could be used by the Township to further its aim of improving the Waterfront. The request was for a series of items that could be achieved in the short, medium and long-term horizons. The idea was to provide more than just policy direction for development along the Waterfront. This could be accomplished in a number of ways, but any recommendation should be to provide benefit to the residents of the Township, and is expected to follow the seven philosophies noted in Section 3.

The following are samples that have been developed through a literature review of previous work in the Township, work done by other waterfront communities and other examples of successful economic development projects. The order in which these are presented is not in order of priority. The priority will be determined by the level of local interest in pursuing any particular initiative. A significant part of making any of these initiatives succeed will be the ability of the Township to leverage capital contributions from other sources. One of the overriding principles of each of the goals will be the seeking out of assistance from other governments, not-for-profit groups, Land Trusts and Foundations. Each of these sources can contribute to the improvement of the Waterfront of the Township.

### 4.1 Short Term Goals

Short term goals are those which can be initiated immediately and either be completed, or completed in phases, within three years.

#### 4.1.1

If there were an interest in creating more tourism potential related to the Seaway creation and the impact that the project has had, the Township should complete the review of the possibility of relocating the Energy Information Centre. The portions related to the development of the Seaway as it affects the Township can be used to spin off related ideas of energy production and conservation. If this idea were to be pursued, a logical completion schedule would be in time for recognition/celebrations related to the 50<sup>th</sup> Anniversary of Inundation Day, July 1, 2008. There is a significant partnership potential with Ontario Power Generation (OPG) with this type of initiative.

#### 4.1.2

The Township and SLPC should work to develop agreements that identify where local volunteer and non-profit groups (i.e. the residents of Chantine Meadows and the Chamber of Commerce) can assist with the following types of improvements:

maintenance of existing picnic tables and garbage receptacles , creation of views/vistas, access points, picnic areas and gardens of the Waterfront. This can also include work to clean up that portion of the bicycle path that runs beside the water by removing dead trees, improving vegetation, and maintaining a bench or picnic table at specified locations.

The Township and the SLPC should include specific work related to the long-term agreements for development of facilities at Farran Park and Lakeview Park. These sites can promote activities related to use of the water and camping.

The Township and the SLPC should include specific work related to the long term lease, or sale of the 125 acres at the front of Ingleside, Farran Park and other sites of municipal interest. Further, the Township should ask the Waterfront Committee to work with the SLPC to identify any parcels of land that may not meet the core needs of the SLPC to determine if any such parcels could contribute to the development of the Township's waterfront. This can be for public or private purposes provided it meets with the long-term objectives for the Waterfront.

#### 4.1.3

Now that the Township trail system has been included as a part of the Lake Ontario Waterfront Trail (LOWT) System for 2005, the Township will need to implement the signage and advertising for this activity (i.e. website community data, links for local businesses).

#### 4.1.4

Develop a means to fund signage and marketing campaign for the LOWT, including public support and partnerships with local businesses to advertise on the pathway. This can help to develop the bicycle tour market. This would require the identification, in conjunction with the Chamber of Commerce, of existing businesses that could benefit from the extension of the Lake Ontario Waterfront Trail and seek their assistance in creating the trail (i.e. restaurants, bed and breakfasts).

4.1.5

Develop appropriate crossings of the Heritage Parkway for access by residents to the LOWT. Examples of this include the connections to the north-south trail currently being developed by the Township (shown on Figure 11) and crossings at the Villages. This could include the review of speed limits with the County.

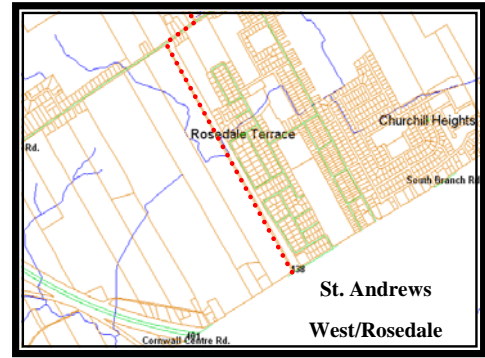


Figure 11

4.1.6

A group could improve a pathway leading to the Waterfront near the border with Cornwall where an excellent vista exists of the Cornwall dam, as shown on Figure 12. This would connect to the Lost Villages and would require work with the SLPC and the current Scout and Guide Camps.



Figure 12

4.1.7

A group could examine the possibility of developing the Old Post Road access to the water for a small boat access. This could include a connection to the bicycle path and picnic tables. There would need to be some initial brush clearing to create a site for parking and to improve the views from the site. This could be a resource for the residents of the Township. As shown in Figure 13, the old highway still exists right to the edge of the water. The view to the end of the islands is spectacular and is not utilized at this time.



Figure 13



#### 4.1.8

The Township, with the SLPC, should undertake a feasibility study for a boat access to Hoople Bay for fishing using the extension of Colonial Drive. This investigation needs to include a review of the creation of a parking area, and potential access for ice fishermen on the south side of the Heritage Parkway at Hoople Creek. This should include development of a rest stop area for tourists that can take advantage of the views from this location. Figure 14 is a view, taken from the Hoople Creek bridge, of the area where such a facility could be developed.



Figure 14

#### 4.1.9

The Township should monitor the review of the International Bridge to determine if there is a potential for the Highway 401 access to be relocated to the area around the Power Dam Road location in the former Cornwall Township at some point in the future.

#### 4.1.10

The Township should adopt a recommendation to request the United Counties of Stormont, Dundas and Glengarry approve an amendment to the Counties Official Plan to incorporate a Secondary Plan for the South Stormont Waterfront, as proposed in Appendix D. The Official Plan Policies for the Waterfront should contain provisions for the bonusing of development sites in the Waterfront in situations where the development will provide improved public access and/or facilities along the Waterfront. The Official Plan Policies for the Waterfront should also contain provisions for the creation of a Community Improvement Area (Section 28) to take advantage of these provisions where any redevelopment may take place, such as density bonuses and Brownfields.

#### 4.1.11

The Township should initiate regular meetings of the Chairmen of all Township Committees involved in the Waterfront, or invite the Chairs to attend the Waterfront

meetings. The sharing of Agendas and Minutes of Meetings should continue to ensure continuity of activities.

#### 4.1.12

The Township should initiate regular capital planning meetings with the SLPC, and the United Counties of Stormont, Dundas and Glengarry to coordinate capital works budgets, and long term plans, and to seek concurrence for developing public works (i.e. bridges, arenas, washrooms, offices) that reflect the heritage nature of the Waterfront.

#### 4.1.13

The Township should officially name County Road 2 as the Heritage Parkway, and adopt the signage for all aspects related to this road as shown on Figure 15. The Township should encourage this name to be used in all promotional literature and have it placed on provincial road maps, etc.

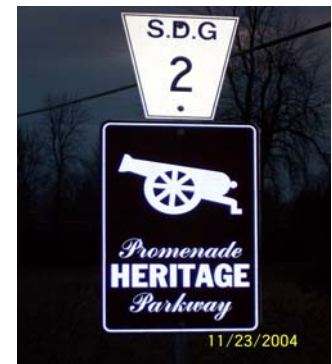


Figure 15

Advertising for the Heritage Parkway could be expanded to include signage on Highway 401 to notify people that there is a Scenic Route that could be taken as an alternate to the highway. Logical points to bring people to the Waterfront Area would be from Upper Canada Village, at Interchange 758, and at Long Sault, at Interchange 778. The Township would partner with the Township of South Dundas, and the SLPC to have such signage erected.

#### 4.1.14

The Township should develop a policy regarding the Canada geese in Lakeview Park. The ability for the public to use locations such as Lakeview Park are hampered by the geese; therefore, a relocation or similar program should be pursued.

#### 4.1.15

The Township should request the Waterfront Committee in conjunction with the Chamber of Commerce, the Economic Development and Recreation Committees, to develop either a specific sub-committee or to jointly organize a group with the objective of promoting events such as: annual yacht races, dive events, boat parades, triathlons,

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sailing competitions, jet-ski races, boat races, Canada Day, and other significant holiday celebrations, the objective being to raise the visibility of the Waterfront Area and lead to increased interest in improving the area.

#### 4.1.16

The Township should assign the Waterfront Committee with the responsibility to participate in County-wide Waterfront efforts and organizations that support area-wide initiatives that can benefit the Township. This should include the Chamber of Commerce, the Economic Development Committee, the Recreation Committee, City of Cornwall, the SLPC, municipalities, related groups on the United States side of the St. Lawrence River, and the Aboriginal community.

#### 4.1.17

The Township should examine the Farran Park boat launch and promote its use. The Township should receive the benefits of advertising the camping facilities, improving the hydro capacity, use of the sanitary sewer system and adding facilities such as a swimming pool, hot tubs and splash pads.

#### 4.1.18

The Township should work with the marina owners to develop a strategy to improve the Waterfront in the area around the marina. The Township should include a review of the residential lots that front onto the Heritage Parkway as a part of the commercial redevelopment. Establishment of pedestrian connections to the core of Long Sault should also be examined.

The Chamber of Commerce should work with its members in both Ingleside and Long Sault to review the impact of a Business Improvement Area (B.I.A.) for each Village, and to approach the Township for approval, should sufficient support exist for a B.I.A.

#### 4.1.19

The Township should identify a specific interest group to pursue the marking of boating channels, promote marine facilities to boaters and divers, and to work with the Township in the other boating related initiatives noted in subsections 4.1.8 and 4.1.17.

#### 4.1.20

The Township should work with SDG to define locations where the speed limits on the Heritage Parkway should be amended to promote pedestrian movement. The Township could pursue alternatives to speed reduction (i.e. pedestrian signals & turning lanes) when specific applications are filed, or road works are being planned.

#### 4.1.21

The SSWDC should review the Communities in Bloom process and, if appropriate, recommend the Township adopt the criteria to encourage beautification efforts.

#### 4.1.22

The Township should work with the United Counties to finalize the adoption of the appropriate Secondary Plan to ensure implementation of the goals stated in this Report, and subsequently the Township should review the implementing zoning by-law to ensure conformity with the principles.

#### 4.1.23

The Township should undertake a Recreation Master Plan to determine the need for recreation facilities and whether such facilities would be appropriately located along the Waterfront.

The Recreation Master Plan should incorporate a specific analysis of the development of the large open space in front of both Ingleside and Long Sault. Examples of Lamoureux Park in Cornwall and Andrew Haydon Park in Ottawa demonstrate how a major facility can be built. The plan would include identifying partners who would be able to assist in the development, maintenance and long term use of the park once it is developed.

The Recreation Master Plan may be the appropriate vehicle to study future connections to the Waterfront trail system, to determine the appropriate use of current facilities owned by the Township, and to determine the capital spending priorities for the creation of new facilities where the Township will be the primary source of funding.

## 4.2 Medium Term

Medium term goals are those which can be initiated immediately and be completed within the horizon of ten years.

### 4.2.1

The Township should determine if any opportunities exist for a public/private partnership to construct any identified community facilities with the Municipal Capital Facilities Sections of the Municipal Act. This links directly to the Recreation Master Plan exercise. This could include work on a new boat facility for the Township. Initial ideas highlighted either near Locweld or at Nairne Island, but the location would require extensive study by the group that assumes this task. For example, Nairne Island is part of the Bird Sanctuary.

### 4.2.2

The Township should review the costs and benefits of creating a Community Economic Development Corporation to promote development of the Waterfront and the revitalization of the commercial areas of both Long Sault and Ingleside. This should be reviewed in light of current organizations to determine who can best serve the Township. This should be done in conjunction with the Township's Economic Development Officer.

### 4.2.3

Identify any sites that can potentially be included as Brownfields, and then proceed to make specific plans under the Planning Act as a Community Improvement Area.

### 4.2.4

Development of a parking area, picnic area, tourist stop, boat launch/winter access on the point to the west of Hooples Bay Bridge should be integrated in time for recognition of the 200<sup>th</sup> Anniversary of the skirmish at Hoople Creek and the battle of Chrysler's Farm, November 10-11, 2013. The Township should identify the groups that presently promote re-enactments to gain input and potentially partner with them to develop a permanent recognition of these historical events.

### 4.2.5

The Water Front Committee should work with the Township, SLPC, and the affected landowners to pursue redevelopment of the Front of Ingleside and Long Sault.

### **4.3 Long Term**

Long Term Goals are those that will not be completed within the ten year horizon.

#### **4.3.1**

Work with local groups, through the provision of volunteers, to explore the re-opening of the Canal to the east of the Township in the City of Cornwall as a potential tourist linkage. This should include monitoring of the Soulanges project in Montreal, a similar canal reinstatement project.

#### **4.3.2**

Examine whether a golf course at the front of Ingleside could fit with the longer-term strategy that has been developed for the land between the Heritage Parkway and the Waterfront. This should include a discussion of the appropriateness of the use against the ideal of public ownership and the ability of the land to accommodate the use.

#### **4.3.3**

Complete a review of all Township-owned lands in the Waterfront Area to ensure that the lands are required for the long term and dispose of any lands that do not fit with the objectives.

#### **4.3.4**

The Waterfront Committee and the Township should support commercial development within the Villages to provide services to the residents and to provide tourist venues, including the rehabilitation of any Brownfield sites.

#### **4.3.5**

The Township should encourage the United Counties of Stormont, Dundas and Glengarry to examine ways of improving the Hoople Creek bridge to permit pedestrian, bicycle and potentially snowmobile traffic to cross the structure in a safe manner.

## 5.0 SOUTH STORMONT WATERFRONT

The present Waterfront was created in the 1950s with the construction of the St. Lawrence Seaway. Figure 16 (presented as three separate drawings) shows the Waterfront as it existed before the construction of the Seaway and after Inundation. Figure 16A is the Waterfront of the Former Osnabruck Township as it was shown in the 1879 Historical Atlas. Figure 16B is the Cornwall Township map from 1879. Figure 16C is a map showing a comparison of the former river and the present Waterfront. The Lost Villages is a representation of some of the buildings that were moved at the time of construction. The idea is to show not only the buildings but the type of area that was lost. The expropriated lands were to be managed by a newly created Provincial Commission – The St. Lawrence Parks Commission (SLPC). The Commission has stewardship responsibilities for the lands and has a very specific mandate within which they must operate. The SLPC reviews its core land holdings annually and can make recommendations to the responsible Ministry for disposition or lease of specified lands.

The Township has entered into a number of land leases with the SLPC, as have a number of individual landowners. Figure 17 shows the current waterfront configuration, lands owned by the Province (SLPC) and the lands that are under 20-year land leases with the Township at this time (Farran Park and the front of Ingleside - 1992, Lakeview Park - 1992, and a small area in front of Long Sault - 2004). The SLPC has been included in an advisory capacity to the Township Committee and has made it clear that the SLPC would like to pursue additional arrangements that would see improvements on the Waterfront. One example is the fact that the Township is pursuing the potential sale of the area in front of Ingleside. This encompasses approximately 125 acres of land. A number of individual landowners also have specific leases to maintain views of the St. Lawrence River in front of their homes.

The SLPC has identified the area to the immediate east of Robin Road and the northeast corner of Milles Roches Island as areas that are surplus to its needs at this time. The SLPC will pursue opportunities for these lands with the Ministry and the Township.

The SLPC mandate requires it to preserve the Waterfront. Limited areas have been identified where the lands can be disposed of as surplus. Should the SLPC come to an agreement that additional areas are surplus to its needs, and the Township can agree that the lands can be developed, then the principles contained herein can guide the type of development that should be permitted. It is clear that an integration of the Waterfront to the community is desired by the community at large. The development of lands for private or commercial purposes will not be so readily accepted. The development of lands will have to be sensitive to these historically rooted objections, while providing for

development that meets with the ideals of sustainability, liveable communities and development that will give something back to the public as an improvement to the Waterfront. This will be a large challenge and will require specific changes to the implementing zoning at such time as a proposal comes forward. A short-term goal can be to work with the SLPC to identify parcels or locations that may not serve the core interests of the SLPC.

Numerous publications explore the history of the present Waterfront. These sources have been used in the development of the recommendations for this Report.

There are a number of private land holdings on the various islands, and a few on the water side of the Heritage Parkway. The amount of land in private hands is a very small percentage of the total Waterfront, as can be seen on Figure 17.

The Township has increased its presence in the area in the last decade. The Township assumed the operation of the Farran Park Campground and has invested in the construction of the bicycle path (Figure 18). This path has provided a multi-purpose linkage across the active width of the Township from the City of Cornwall to Upper Canada Village. The Township has also supported the continuing work of the Lost Villages Society and the growth of the Lost Villages site.



Figure 18

During this same period, the lack of development in the Villages, at the marina, and natural events, such as the 1998 Ice Storm have detracted from the natural assets of the Waterfront.

The Township is in a unique position where the vast majority of the lands are held in public ownership (see Figure 17). This appears to be both a benefit for the public and a point of frustration. While the lands are in public hands, access to the Waterfront has not been improved to any significant extent. This has resulted in a significant level of local frustration. The Township is able to form the core for local groups to volunteer time to undertake this maintenance and upgrading of the Waterfront to make it a desirable place to spend time. This needs to be the initial focus for local groups to demonstrate that the Waterfront can be a place to be used year-round. For example, the previous work by the Waterfront Committee (2000) identified the desire for a continuous pathway system for year-round recreation purposes. A project has now been completed to make this a reality.



The SSWDC (2000), through its public consultation, has also identified a desire for a new public beach, additional boat launches, marina improvement, marking of boating channels, promotion of facilities to boaters, and the establishment of a consistent theme for development as objectives for the Waterfront.

The Chamber of Commerce (2001) also identified similar goals and suggested the following:

- a pathway system along County Road 2 from Long Sault to Ingleside
- cleanup of brush and weeds
- launch ramps
- parking area for fishermen
- docking facilities for transient boaters
- advertising for tourist boaters
- advertising for dive sites
- channel marking – including cleanup of channels
- adopt a piece of the Waterfront for cleanup
- picnic tables, play fields – maintained lands in front of both Villages
- golf course in front of Ingleside
- residential development on Ault Island, west side of Hoople Bay, point of land between Wales Road and Long Sault
- deep water access at Nairne Island for tourists, also potentially at the east end of the Township near Locweld
- band shell in front of Ingleside and/or Long Sault
- public wharf in front of one or both Villages
- beaches – expand existing and possible new ones - front of Ingleside and/or Long Sault – examine free access question
- re-establish full services and expand uses at Lakeview Park.

## **6.0 DESIGN FRAMEWORK**

One of the objectives of this Study was to identify areas where the community could improve the Waterfront Area. This was initially seen as a combination of physical improvements that would address some visual concerns and the creation of new activities (i.e. recreation, tourist venues) on the Waterfront. The project has evolved to a point where a few examples of the type of improvements that could be possible have been included in this section.

It is clear that the lack of connectivity to the existing development in the Villages is one of the key weaknesses of these portions of the Waterfront Area. This can be partially

addressed through the creation of defined crossings of the Heritage Parkway and/or revised speed limits on sections of the road. For the most part, the Heritage Parkway is seen as a barrier that needs to be softened. The identification of locations will require the development of specific plans for development so that SDG and the Township can review the best ways to promote new/improved connections. One example is for a marina connection to the core of Long Sault. Conceptual crossings are noted on Figures 19 and 24. This could include short term improvements such as pedestrian signals at current intersections.

The creation of a few key Activity Nodes along the Waterfront will begin to draw people back to the water. Suggestions included the development of active sports fields in the front of Ingleside and the same could be done between the Long Sault Parkway and the marina in Long Sault. Other suggestions are contained in the following subsections.

The identification of a number of local groups that would be interested in maintaining a section of the Waterfront is an activity for the Waterfront Committee. This type of activity, directed at a general cleanup and regular maintenance of a specific area, will provide a more pleasant looking landscape along the water. The appearance is the first objective in any strategy. Once an area looks well kept, then people will be prepared to spend more time and effort at improving the area further.

Throughout Canada, the Communities in Bloom competition is becoming a symbol of local pride. Communities in Bloom (<http://www.communitiesinbloom.ca/>) is a non-profit organization committed to fostering civic pride, environmental responsibility and beautification through community participation and the challenge of a friendly competition. National beautification programs have flourished for decades in Europe, including England, France and Ireland, and were the inspiration for Communities in Bloom. It began in 1995 with 29 Canadian communities and has grown to more than 100 national and hundreds of municipalities registered in the provincial editions. The Township could consider using the criteria established by the Communities in Bloom organization as a guideline for specific development ideas. This would be particularly applicable to the landscape elements that will be considered.

## **6.1 Village of Long Sault**

The development of specific venues for tourist activities should be examined in the context of support from local groups to assist with the development of the idea and the implementation of the concept. Examples could include a band shell or amphitheatre along the Waterfront in either Long Sault or Ingleside, or even both, to provide a venue for entertainment. The venue could then be used to develop a concert series or live theatre. The existing Upper Canada Playhouse demonstrates that this type of activity

can be supported. There are open-air theatres that are very successful in many parts of the province and that could be an opportunity for South Stormont as well.

The redevelopment of the marina should be encouraged as a top priority. This facility is the only Waterfront commercial facility in the Township. The Township is in a position to support this by including permission for limited accessory commercial uses, such as restaurants, boutiques, and other similar facilities, in the Secondary Plan and Zoning By-law. The Township should look to the use of the tools of the Municipal Act and Planning Act to encourage this redevelopment. The need for a well-developed privately-owned facility is one means to begin the transformation of the Waterfront into a more accessible part of the Township.

The Township can also pursue the idea of creating a public dock/wharf facility, a new walkway along the water, and a direct pathway linking to the commercial sites in Long Sault.

Figures 19 and 20 are photographic panels showing the impact that the development of pathways, band shells, and marina improvements can make to the visual appearance of an area. This type of improvement will be the key to bringing people to the Waterfront.

The existence of the Yacht Club to the east of Long Sault and the existing private ownership in this area makes this unique to the Township. There will need to be an assessment of how to provide for access around the present sewage treatment plant and homes, should a Waterfront linkage be pursued. Alternatively, the current bicycle path along the Heritage Parkway to Robin Road (Figure 21) provides a safe connection between the two areas.



Figure 21

The development of pathways could be undertaken using the theme of the Lost Villages. The use of benches interspersed with plaques/monuments and other displays can draw visitors to walk from the core to the water and along the water to the marina. The City of Peterborough has developed a walkway similar to this idea. The link that was developed in that case was to join the core to the Otonabee River and Little Lake. This linkage was developed as a Millennium Project and included the walkway from the core to the waterfront, a building for displays, a restaurant, and a band shell. A photograph of this walkway is found in Figure 19 as an idea that could be pursued in front of Long Sault. Peterborough is a very urban environment and the development of the South Stormont

area would have to be done using a much more open and rural approach to take advantage of the large area that is available.

The three existing vacant lots on the Heritage Parkway that abut the marina could be developed as a mixed commercial/residential area, directed toward the marina, and with a heritage façade along the Heritage Parkway. This would assist in joining the existing core of Long Sault with the marina and the water itself. Figure 22 is a sample of such a heritage façade.

Commercial development on the Waterfront is not seen as desirable by a number of the long-term residents of the community. This is primarily driven by the desire to maintain public ownership and access to the water. This objective can be met and still accommodate some limited improvement focused on the existing developed parcels, as noted above, and encourage growth of the commercial nodes found in the Villages.

Alternatives for improvement would include the creation of additional uses on the marina lands to make the ventures more likely to succeed. Building on the existing marina, the only one east of Chrysler Park must be done in order to create a significant focal point for the Township. Connections to the core of Long Sault will need to be one of the first steps undertaken in order to encourage traffic between the core and the Waterfront. This must be accompanied by advertising and the associated improvements to the boating channels and access to travelling boaters. Also linked to this could be the establishment of boat tours and expansion of the existing diving and fishing businesses.

It is clear that the success of businesses in the core of the Villages can be directly linked to the success of any venture along the Waterfront. The creation of a volume of traffic is required to make any commercial venture succeed. The linkage of a marketing scheme to encourage people to shop will need to be developed at the same time as new businesses are encouraged to locate in the Villages. This was the case in the past, but the number of businesses has not been sustained over time. The development of the tourism sector and the effective marketing of the area should encourage new businesses to locate in the Villages. The development of a strong business association and potentially a Business Improvement Area to focus the marketing and redevelopment efforts would be two means to start this process. The Chamber could use its knowledge of promotion to assist with this initiative.

The redevelopment of the vacant and underutilized commercial lands has been discussed for a number of years. The Township has a number of tools available to encourage this redevelopment, including the disposal of the lands currently in the hands of the Township. The new Brownfields legislation and the use of Community

Improvement Areas are two further examples of tools that the Township can explore to provide incentives for this redevelopment.

The suggestion has also been made to incorporate the heritage theme into these developments. This will be pursued through inclusion of design objectives in the Secondary Plan. The Secondary Plan will set out methods for implementing these objectives. The current Long Sault Mall is a prime example where redevelopment can be pursued to achieve these objectives. The public has provided the ideas of Titanic Museum and Titanic Southampton format for the façade during this process. To that end, the proponent provided an example of what the Long Sault Mall façade could look like if it were redeveloped. This approach is not limited to Long Sault. The commercial development within Ingleside along the Heritage Parkway can benefit from the same type of theme development. Figure 22 shows this potential redevelopment. It should also be noted that the owner of a significant Titanic collection has offered the collection for display if the facility is provided.



Figure 22

The idea of a new Township Office in the area of the Waterfront was brought forward and a conceptual plan was provided to show an example of the type of building that could be designed following a Southampton (Titanic) theme. This is found in Figure 23.

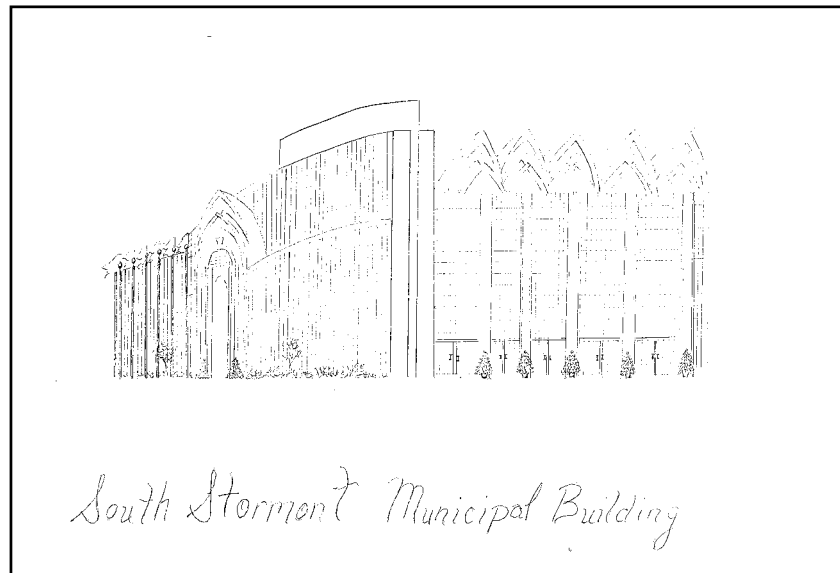


Figure 23

## 6.2 Village of Ingleside

The Ingleside Commercial area has an existing, underutilized slab/tennis court. The redevelopment of this site for commercial purposes would seem to be more appropriate. The Recreation Master Plan should address the need for this type of facility and recommend a location that would be better used. The Township could dispose of the site and use the funds for other recreation purposes. The Ingleside Waterfront has been partially developed by the Township's interest in Farran Park. There has also been some trail development in addition to the main pathway. The Township has boat launch facilities at the Park that could be promoted and improved to provide a facility for both the travelling public and the Township residents.

The front of Ingleside presents a very large opportunity. The land is extensive and could provide an array of opportunities. The interest in developing an array of recreational facilities along the front of Ingleside has been expressed during the public consultations for this Study. This could include soccer pitches, and/or baseball diamonds, as conceptually shown on Figure 24. The needs assessment, a part of a Recreation Master Plan, should be completed before the Township investigates the need for such facilities.

Another concept that was presented to the SLPC through the Ingleside/Osnabruck Rotary Club and the Township was the idea of a golf course at the front of Ingleside. The parcel was identified as an under used site where a small, executive style course could potentially be developed. There was a marketing analysis undertaken by

Mr. M. Metcalfe that attempted to demonstrate the viability of the idea. No comprehensive feasibility study was done.

The potential of the site to accommodate a golf course and other uses should be examined. From a brief review of the land, the idea of a course does not appear to be that viable, given the restriction of the present County Road, the narrow nature of the site, the impact upon the bicycle path and the orientation that the holes would have to have in relation to the path of the sun. A detailed design would need to be undertaken by an expert in golf courses to truly understand the merits of such a suggestion. The Township could pursue this, or ask that the proponents provide additional information before determining if the use would fit into a long-range strategy for the area.

The scope of this Study permitted the identification of the type of ideas that may be possible and demonstrates the need to have a group that is interested in pursuing an objective. Either of the alternatives shown here is possible, but both require someone to work with the Township and others to pursue the improvement.

### **6.3 Hoople Creek**

There is a well-established community of anglers in the community. This includes an extensive tourist business based around the Carp fishery. There is also a significant ice fishing community based around Hoople Bay. A physical improvement for this sector would be the creation of a formal water access and parking area. Working with the industry to create a specific advisory committee would show the Township's interest in assisting in the promotion of this valuable part of the tourism sector.

A link to the existing cemetery also presents an option for exploring the history of the Township. Tours of the cemetery linked to the Lost Villages heritage theme and to potential dive sites can provide options for people who are visiting. The location of the cemetery also provides an opportunity to establish a quiet area for an alternative rest stop along the Waterfront and an opportunity for enjoying the views. This type of improvement should be the responsibility of the local group that maintains the site, along with assistance from the Township/SLPC as required.

The area on the Waterfront to the west of the Hoople Creek Bridge provides an opportunity for development of the boat launch/winter access, a parking area, a picnic area, and signage to promote this as an area for tourists to stop. This development can be accommodated on the point of land that is well separated from the Heritage Parkway and should not negatively affect those who live on Colonial Drive. The creation of an off-street parking area will also alleviate the hazard caused by vehicle parking that is

presently taking place on the road. Figure 25 is a sketch of what this type of development could look like in the future.

#### **6.4 General Recreational Development**

There has been a consistent voice supporting the expansion of recreation uses on the waterfront. This demand has not been defined and as such, the Township should review the demands through a proper Recreation Master Planning Study. During the course of this Study, the concept of a swimming pool was also raised. The Township has committed to a contribution of \$125,000 for the construction of an indoor swimming pool in the City of Cornwall to serve the Township. The development of a long range plan for recreation in the Township would allow for detailed discussion of these requirements with the potential users and representatives from the Provincial Government's Recreation Advisory Group. This study should be undertaken quickly so that any recommended actions can be incorporated into work along the Waterfront Area, as appropriate.

The idea of a new marina facility has been mentioned. The concept would add another dimension to the tourism potential. Such an undertaking will require substantial cooperation between various governments, and will require private sector interest. It is likely that the private sector would have to take the lead, given the complexity of such an effort. The idea of obtaining an old ship to use as a feature for a new harbour/marina had been raised by the SSWDC. An example of how this can be done is shown in Figure 26. This is a photograph of the Shattemuc Yacht Club in Ossining, New York. The liner shown in the left foreground was scuttled, used as part of the breakwater, and refurbished as a social centre. Yacht clubs in Toronto (Queen City) and Brockville have also used scuttled vessels as breakwaters.





Figure 26

## 6.5 Special Events

Another tool that can be used to generate tourist interest is the establishment of specific festivals or events. The Pond Hockey Tournament noted earlier is a good example of an event that can generate a great deal of interest, including free publicity. For example, the Pond Hockey Tournament received coverage in the Ottawa media during the event. The SLPC has previously hosted events directed at specific ethnic communities or special interest groups, such as dog shows. These had a significant level of success and the Township could replicate these types of events. Directed marketing focused at Montreal, Ottawa, and Kingston for specific communities may have success. The ethnic

communities such as the Korean, Cambodian, Haitian, Somali, etc. all have significant populations in Eastern Ontario and Western Quebec, and may present opportunities for hosting events for these groups.

The development of any new festivals, or other events must be done in cooperation with local entrepreneurs who can benefit and other agencies such as the City of Cornwall and the SLPC. The development of events must be a joint effort in order to build up the entire area as a location for people to visit. If events can be organized to follow one another, then people can be encouraged to stay in the area for a longer period. The City of Cornwall and the Seaway Valley Tourism, the 1,000 Islands Tourism Authority, Paddle 1000 and the SLPC have websites that provide existing venues for advertising and coordination of the Township. The Township's website can be further developed to provide a specific link to the events held in the Township. This can also be used for furthering the promotion of the Chamber of Commerce and its members.

The development of additional sporting events could also be developed as a theme. The idea of soccer, baseball, beach volleyball, or building around the existing sport fishery, would be examples of summer events. The winter ice fishing could also be used as a draw for tourists. The development of other sporting events would be limited until the Township develops facilities around which to develop such a theme. The idea of the swimming pool and the redevelopment of the outside pad in Ingleside both fit into this review. The concept of the Master Recreation Plan would assist in developing these longer-term goals.

## **6.6 Tourist Accommodation**

The Township has an extensive array of existing camping facilities. Farran Park is an underutilized asset due to the limited advertising and booking/reservation system. The park itself can use additional site markings and the boat launches can be examined to determine an appropriate expanded role. Should the Township wish to expand the usability of this site, the improvements should not be that expensive to implement, and potentially, an arrangement with SLPC or MNR would be possible.

The existing SLPC campsites on the Long Sault Parkway and to the west of the Township are an extremely valuable resource and their linkage to the Ontario Parks Reservation System has boosted their visibility. Continued work by the Township with the SLPC to advertise local events, both on site and in literature available at these sites, will aid in improving the visibility of local entrepreneurs, once tourists are in the Township.

The development of Bed and Breakfast Establishments has increased in the past decade. There have also been some similar developments based around the

Carp fishery. The development of a hotel complex has always been a goal, but it has not been realized. The previous development of a series of motels along the Heritage Parkway was done over three decades ago and addressed a different travelling public. The destination traveller is the latest target market. The Chamber of Commerce and the Township need to work with the existing owners of all accommodations to develop a coherent marketing strategy to invite tourists that may then make use of these existing faculties.

## **6.7 Related Opportunities**

The Energy Information Centre previously operated by Ontario Hydro has not been open on a regular basis since 1992. The site is used during Doors Open Cornwall and for specific school related tours, but not for the public. There is an off-site information centre operated on the United States side of the facility. The Township should pursue the relocation of this facility to the Township along the Waterfront as a focal point for tourists. Partnering with the SLPC and a local group, such as the Historical Society, would be an example of how various organizations could provide a service that would encourage tourism in the Township.

Discussions have begun regarding the former Canal down river of the Township, in the City of Cornwall. A project of this nature may benefit the Waterfront Area in that it would provide a reason for boaters to travel to the area. This type of project would suit the longer-term nature of the Waterfront Committee and serve as a reason to expand upon the current marina facility, or to even develop additional facilities.

The Soulanges Marina Project has also been discussed for many years. If this project becomes a reality, then there may be an opportunity to take advantage of an increase in pleasure boat traffic that may result along the St. Lawrence.

The SLPC operates a small airport facility that could be used to develop a flying club to bring in a very specific target market. It may be possible to develop an interest in those who fly into the area to experience the heritage associated with Upper Canada Village and extend their stay to investigate the Lost Villages and the Seaway themes. The fly-in type of facility is popular in the United States, but is not seen as often in Canada. There would be a need to add facilities to accommodate these types of users. These facilities would include transportation systems, along with food and accommodation.

There is a study currently under way that is examining the condition of the bridges connecting Cornwall to the United States. This study will examine the current situation and make recommendations regarding the future improvements to this connection. One of the alternatives to the present location would pass through the Township. Should the

study conclude that alternatives need to be examined, the Township will want to be involved in this discussion. The Township should actively monitor the study in order to understand any potential impacts upon the community.

## **6.8 Cooperation with Others**

One of the most common phrases heard in municipal circles today is that of partnering. The idea of collaborating has been pursued due to limited budgets and the need to leverage all available funding to accomplish a specific goal. In this case, there are a number of areas where partnering will be required. In Section 8 we will outline the opportunities for integrating the trail network. This would require cooperation between the Township and the SLPC working together with the LOWT through the Ontario Trails Council and potentially with the Seaway Trail. The linkage to the Trans-Canada Trail also holds potential.

Cooperation between existing attractions must be encouraged. Working with Upper Canada Village, in particular, must be seen as a means to attract additional people to the area. The advantage gained by marketing jointly with such a high profile location so close to the Township must be taken. The Ottawa area suffers from a perceived lack of reasons to stay for an entire week. A campaign to draw those who need to fill the balance of a week should be a key market that is pursued to determine if there are viable numbers and what attractions would be desirable for this type of traveller. The extensive marketing undertaken by the City of Cornwall and the Seaway Valley Tourism group is one example of a tool that should be linked with the Ottawa Tourism industry.

There has been little direct contact with the Aboriginal community. There is an opportunity to open discussions with the local Bands to understand their long-term goals in economic development terms. If appropriate, there may be an opportunity to develop uses that would complement a development that they may propose, or they may wish to pursue a joint venture, or to build upon an idea that the Township is undertaking.

The tourist theme also provides an opportunity to attract bus tours, bicycle tours, and self-directed tours (i.e. Canadian Automobile Association). These tour companies are always looking for locations to use as drive-by locations, or for short stops during a day. The Township can provide both venues. The Lost Villages, the Bird Sanctuary, and the views of the Seaway all are examples of present sites that may be of interest.

A partnership of these government and non-governmental agencies will assist in making this effort successful. Without specific private interests to provide the impetus to make it move forward, it may not succeed in the longer-term. If there are commercial interests in the Township that will benefit from tourism, then this stake will assist in promoting the

completion of the project. There may also be non-commercial interests like the local service clubs that have an interest in promoting their community.

Identifying those non-profit and commercial interests and seeking their assistance is the next step for the Waterfront Committee. This includes non-profit groups for such things as regular cleaning and maintenance, and can include private businesses that will assist with the promotion of the system and their particular business.

Existing commercial operators – marina, fishing tours, scuba diving clubs, snowmobile clubs, bicycle clubs, bed and breakfasts, motels, restaurants – and non-profit groups and volunteers, such as the Lost Villages, need to have a forum to meet, as required, to encourage joint activities that will be of benefit to all. The South Stormont Chamber of Commerce may be in a position to seek out these groups and could serve as the coordinator for such a forum.

The idea of partnerships needs to be expanded to establish clear linkages between all Committees of Township Council. There are at least four Committees dealing with the Waterfront at this time: Waterfront, Economic Development, Recreation, and Planning. A regular meeting of the Committee Chairs and sharing of Agendas and Minutes would assist in coordinating activities of the individual groups.

The role of the United Counties of Stormont, Dundas and Glengarry has not been exhaustively examined, but their control over the Heritage Parkway is one example where the Waterfront Committee should work with the Counties in providing a roadway that is more of a local street in front of the Villages. This can promote the joining of the Waterfront to the existing commercial areas.

These volunteer efforts will require substantial investments of time over a long period in order to accomplish a task. These motivated people are the best to recruit since they have a desire to see a project finished. The Committee needs to ensure that these efforts are constantly recognized in order to provide support for the efforts and to build upon the positive outcomes that these people manage to achieve. Two individuals who have brought specific issues forward during this study (Titanic display and the miniature house display) are good examples of champions that can help achieve a positive result.

Relationships should be established with outside organizations to develop an understanding of what they can do to improve the economy of the Township. These outside groups include:

- Lake Ontario Trails;
- Ontario Trail Council;

- Waterfront Regeneration Trust;
- Parks Canada;
- Seaway Trail;
- SLPC;
- Hydro One, Ontario Power Generation;
- Raisin Region Conservation Authority;
- Lost Villages Society;
- SD&G Resource Stewardship;
- South Dundas Township;
- South Glengarry Township;
- City of Cornwall; and
- North Stormont Township.
- Akwesasne

A specific role that needs to be identified is that of funding coordinator. Seeking funding for specific projects is an essential means of leveraging very limited local money by applying for grants. For example, funds were available from the Ministry of Recreation and Tourism for the creation of tourist information centres. Commercial companies, such as the Toronto-Dominion/Canada Trust Bank, have funds set aside for local environmental cleanup. In addition, Hydro One and Ontario Power Generation have funds for local groups to undertake site improvements related to the St. Lawrence.

Regular meetings with local Members of Parliament and the Legislative Assembly to seek out funding sources for projects are a very important function. These meetings can also identify priority areas that the senior levels of government are prepared to fund so that local opportunities can be identified.

## 7.0 WATERFRONT STUDIES IN ONTARIO

A number of other municipalities in Ontario, and elsewhere, have undertaken Waterfront Studies to determine appropriate Land Use Planning, Recreation, Economic Development, and Public Access policies for their municipalities. The following municipalities have completed similar exercises:

- City of Cornwall - 1989 Waterfront Plan;
- 1993 Waterfront Secondary Plan Charlottenburgh Township;
- City of Brockville - 1992
- City of Kingston – 1999, and currently being reviewed
- Town of Port Hope, 2004
- Town of New Liskeard, 1998
- City of St. John 2003
- City of Granby 2002
- Town of Fort Erie, 2003.

In general, these studies all arrived at similar conclusions. It is important to protect access to the water and it is important to encourage redevelopment of any sites that are not well maintained. Most also promote a range of uses to encourage people to want to go to the area. The types of uses include those directed at local residents – pathways, picnic areas, and sports fields – and those designed to attract tourists – amphitheatres, museums, accommodation and restaurants. It is clear that those designed to attract tourists will also be of value to the residents of a municipality.

Recent studies done by municipalities in the Ottawa Valley, including the Cities of Pembroke and Renfrew, have utilized the Trans-Canada Trail as the key feature for their policy development. The initiatives for new parks, historical sites, and events have all been linked to the Trail.

Most studies have included recommendations that land use policies be adopted for Official Plans. The types of land use policies that have been developed are mostly oriented towards urban environments. In addition, for the most part, the studies have been conducted in areas with limited public access to water.

A consistent idea is the establishment of a theme for an area that can be used to evaluate development and to market the area. The past work done in South Stormont has identified a similar approach as being desirable on the Waterfront. In this instance, the work done by the community to explore the history of the community appears to be one element that can bring the community together as a means to evaluate any proposed changes.

## 8.0 TRAIL SYSTEMS

One of the most obvious features of the current Waterfront is the trail that has been developed. The SLPC and the Township have both contributed to the building and maintaining of trails. The development of an integrated trail system provides benefits to the local population and boosts tourism potential. The ability to travel from Ingleside and Farran Park to the Bird Sanctuary and to Upper Canada Village on a dedicated pathway provides for excellent tourist opportunities for families. This type of attraction has seen significant growth in the past decade and can form a distinct attraction that the Township can use to grow local business.

Trails are considered as an excellent physical resource for linking sites of interest and for providing physical activity. South Stormont has an extensive system that meets both of these criteria. The existence of Upper Canada Village, the Bird Sanctuary, the Lost Villages Museum, and corridors linking these sites provides an excellent basis for expansion of uses along the system. When joined with snowmobile trails, trails linking the Waterfront to the north, and links to fishing, canoeing and boating, the Township can be a hub of activity.

The development of the Township trail system should provide linkages to adjacent communities. Any group can identify specific areas for improvement, but the SLPC, along with the Township, should review the improvement proposal and ensure that it will fit in with the overall scheme. The development of sitting areas, picnic areas, and cleared areas for viewing the water need to be the priority. The development of additional water access for boats and beach/swimming areas should be left in the hands of the public agencies to ensure public safety. There are opportunities for partnering with private groups, but the role of public agencies is more critical in these types of instances. Figure 27 is a map of the Township showing the existing trail system and the utility lines where trails may be viable.

### 8.1 Lake Ontario Waterfront Trail


The Township has been pursuing the idea of being a part of a larger trail network known as the Lake Ontario Waterfront Trail (LOWT). The Township received notice in the Fall of 2004 that it would be included in the system. The LOWT is organized by a not for profit group and is linked directly to the Waterfront Regeneration Trust in Toronto. Membership in the group allows a municipality to market its trail system as a part of an integrated pathway that extends from the Niagara Region to Leeds and Grenville. The SLPC is involved through the Thousand Islands Parkway.



The Township has undertaken the initial work to join the LOWT, but there will be a need to develop the marketing tools that go with this product. Most municipalities have a web link from this site that promotes the tourist venues of the municipality. There will also be a need to provide additional signage for the trail. The SLPC currently has some trail markers, but they will need to be evaluated in order to be consistent with the balance of the LOWT.

The LOWT system includes a large database found on the Internet. This website provides detailed community profiles, links to community websites, outlines the attractions that are available in the community, and other items of interest to tourists, such as accommodations and restaurants. Figure 28 is the listing of communities that were involved in the LOWT in 2004. Each of these communities provided the information related to their area for inclusion in the database.

**Figure 28**

Trail Profiles a  Waterfront Trail il-profiles.html

Along the Canadian Shores of Lake Ontario

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The Waterfront Trail follows the shore of Lake Ontario, connecting communities from Niagara-on-the-Lake to Brockville. It is marked with signs bearing our logo. Click on the municipality for a more detailed description.

1. <a href="#">Niagara-on-the-Lake</a>	11. <a href="#">Ajax</a>	21. <a href="#">Prince Edward County</a>
2. <a href="#">St. Catharines</a>	12. <a href="#">Whitby</a>	22. <a href="#">Belleville</a>
3. <a href="#">Lincoln</a>	13. <a href="#">Oshawa</a>	24. <a href="#">Tyendinaga</a>
4. <a href="#">Grimsby</a>	14. <a href="#">Clarington</a>	25. <a href="#">Deseronto</a>
5. <a href="#">Hamilton</a>	15. <a href="#">Port Hope</a>	26. <a href="#">Greater Napanee</a>
6. <a href="#">Burlington</a>	16. <a href="#">Cobourg</a>	27. <a href="#">Loyalist</a>
7. <a href="#">Oakville</a>	17. <a href="#">Alnwick-Haldimand</a>	28. <a href="#">Kingston</a>
8. <a href="#">Mississauga</a>	18. <a href="#">Cramahe/Colborne</a>	29. <a href="#">Gananoque</a>
9. <a href="#">Toronto</a>	19. <a href="#">Brighton</a>	30. <a href="#">Leeds and the Thousand Islands</a>
10. <a href="#">Pickering</a>	20. <a href="#">Quinte West</a>	31. <a href="#">Brockville</a>

It is also interesting to note that various map companies, such as MapArt, include the LOWT on their maps. This assists in marketing the trail system.

This trail system has developed a reputation amongst cyclists and hikers as being a valuable route for touring in Ontario. Linkage by the Township with the LOWT will provide for instant credibility as to the existence of the trail and the availability of the Township for such tours.

Other areas have capitalized on the LOWT to promote related activities, such as canoe and kayak opportunities, diving sites and fishing locations. There is also an opportunity to explore equestrian pathway links. Community profiles on the websites link to those types of related activities that would be available.

It should be noted that some of the current trail system in the Township relies on road links for certain parts of the trail. The Township can use the service roads, such as Colonial Drive and Manning Road, as an alternative to the Long Sault Parkway to provide people with a choice of route through the Township, but both would be on-road facilities. Specific pavement marking and potential roadway improvements may be required, should there be an interest in using the Heritage Parkway. If SDG proposes any works on this roadway, the Township will have to be involved to promote the proper design of a road with a dedicated bicycle lane.

This type of trail system is integrated with municipal waterfront trails from St. Catharines to Brockville and includes virtually all of the municipalities along the way.

Appendix D is an extract from a website set up by a person who describes his journey along the Waterfront Trail in 2004. His description is an example of the type of advertising that can be generated and the benefit of having supporting facilities.

## **8.2 Five Counties Trail System Report**

The United Counties of Stormont Dundas and Glengarry and the United Counties of Prescott and Russell commissioned the Five Counties Trail System Report in 1992. This Report highlighted all of the potential trails in this part of the province. The Lakefront Trail was recognized as being one of the most important tourist links available. It also recognized the extensive snowmobile trails.

The Report was a tool to identify potential trail systems as well. The work of the Trans-Canada Trail was just beginning at that time and it is recognized as having tourism potential. The trails have now been extensively developed, primarily using former railway corridors. There was little reference to development of a Waterfront Trail in South Stormont.

## **8.3 Trans-Canada Trail System (TCT)**

Canada is in the process of constructing the world's longest recreation pathway, the Trans-Canada Trail. When completed, the TCT will total more than 16,000 km (10,000 miles) in length. The east-west route from Saint John's, Newfoundland to Victoria, British Columbia will measure approximately 10,000 km (6,200 miles). By

highway, it is about 9,000 km, but the trail makes many scenic detours. A second leg of the Trans-Canada Trail will run north from Calgary, Alberta through the Yukon to the Arctic Ocean.

Development of recreation paths for biking, walking, and in certain cases, other activities, such as horseback riding, are proceeding at a fast pace in all regions of Canada. Many provinces have trail-building projects under way that will include sections of the TCT.

Most of the trail is intended primarily for bicycling and walking, but cross-country skiing, horseback riding and snowmobiling will also be permitted on certain sections. Much of the trail will be rail trails, abandoned railway lines that have been resurfaced with fine gravel. Given the existence of a well-developed bicycle and snowmobile trail system in the Township, the potential to link this group with other trails should be explored.

In addition to the land route, there are also river routes that have been declared part of the TCT, particularly through the Northwest Territories and northern Alberta. This idea has the potential to be pursued in South Stormont as well. There has been similar work done for canoeing and kayaking in the 1,000 Islands. Working with these other groups, it is possible to extend this form of tourism to the Township. The Trans-Canada Trail is under development and new trails are being completed on an ongoing basis. It is, therefore, difficult to get the latest status on the trail. The majority of the main route of the TCT has been decided but it will be several years before the trail will be completely open from coast to coast.

Each province and territory has a Trail Committee that plans the route and oversees development of the trail. The actual construction of the trail is carried out either by the provincial government or at a community level. There currently are a number of initiatives in the City of Ottawa and in other municipalities along the Ottawa River, including the Deep River and Pembroke Downtown Revitalizations that are developing their own waterfront trails to connect with the Trans-Canada system. Connection to these trails would assist in developing an integrated system throughout Eastern Ontario and could create links along the St. Lawrence to Kingston and Ottawa focussing on the history of the Seaway and Rideau Canal. This is a much longer-term objective because there are limited pathways currently developed. The work done by the Township to connect St. Andrews West is an example of how this type of project can be approached in an incremental manner to serve both the local populace as well as tourist markets. Work with the snowmobile clubs could move this initiative forward at a quicker pace.

The utilization of the various Hydro Corridors has been the subject of a great deal of discussion in the past two years. The Township could work with local groups to determine the extent to which such corridors could be utilized as a part of this network.

#### 8.4 The Seaway Trail

This trail serves as an example of how a trail system can encourage tourism for an area. In New York State, the Seaway Trail celebrated its 25<sup>th</sup> Anniversary in 2003. Figure 29 is an extract from the website of the Seaway Trail showing the extent of its network. While the comments in this Report have focussed on the cycling and hiking tours, the sites that are established along a trail are of interest to those undertaking car trips and are of value to bus tour companies as well.

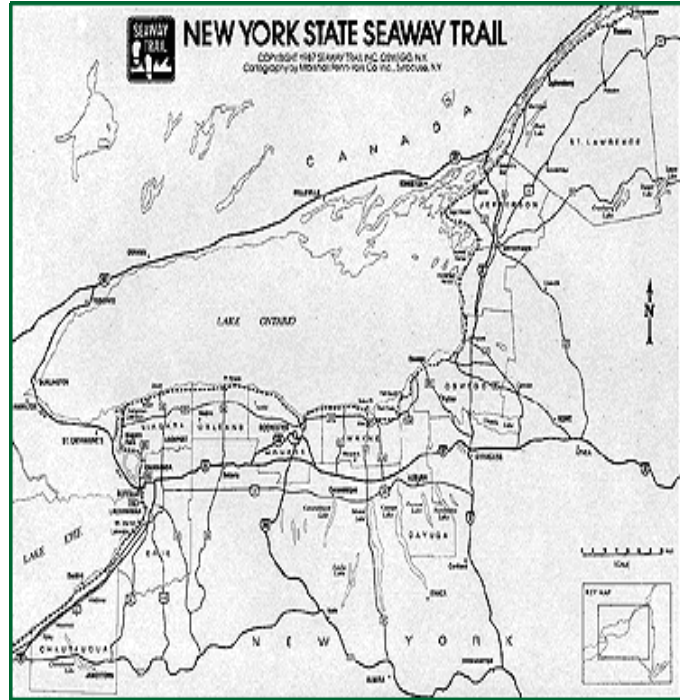


Figure 29

The Township has the ability to connect to this system if it works with the City of Cornwall to develop a link over the International Bridge. This type of connection provides alternatives for bicycle tour operators who wish to offer round trips from any point in either the United States or Canada. The Township participation in the Lake Ontario Waterfront Trail (LOWT) network should be supplemented with this type of connection with an established system. The Seaway Trail has a number of publications and specific maps that are used for each section of their Trail. The linkage to Cornwall over the bridge is already indicated on the Seaway mapping, but there is no notation of any trails on the Canadian side of the border. Provided the Township and the City of Cornwall continue to pursue membership in the LOWT, the opportunity exists for this linkage to the Seaway Trail to be pursued. This is a project for a large organization, such as the LOWT. The Township could be the organization that initiates such a project.

#### 8.5 North-South Links to the Waterfront

The Township has also made strides in developing links to the Waterfront for local residents through the development of north-south links within the Township. Figure 27

shows the location of these links. These provide for local use of the network, but also provide an opportunity to advertise for bicycle tours to visit sites of interest that are connected to the Waterfront Area. This can include historical sites, places of interest and places to stay. The trail to St. Andrews West is one example of where current business operators may wish to develop a tourist market associated with the Waterfront trail users. The present trail may be able to link to the Waterfront by using Cornwall Centre Road, or by pursuing access through private property.

## 8.6 The Township Waterfront Trail System

The existing trail system is quite extensive in the Township. Starting from the western limit of the Township, a dedicated multi-use pathway extends to Farran Park and across the front of the Village of Ingleside to the western entrance to the Long Sault Parkway. This system is built primarily on the former rail bed. There is the possibility to continue travelling along the Parkway all the way to Long Sault, then to Lakeside Park and the Lost Villages, and on to the City of Cornwall. Figure 27 is a detailed map showing the location of the existing pathway system. This is the system that will be included in the LOWT System.

Alternatively, for the middle section, one can use either the Heritage Parkway or the service roads (Colonial Drive and Manning Road) to Long Sault. The weakness with using either of these two alternatives is the crossing of Hoople Bay, where the bridge is not designed for either bicycle or pedestrian traffic. A long term solution to this constraint should be investigated.

## 8.7 Trail Signage

There is limited signage for the present trail system in the Township. Figure 30 is a sample of the current signage used by the SLPC. This signage should likely be designed to show the link with the Seaway Trail that is found on the United States side of Lake Ontario. Samples of the various signs found on the United States side can be seen in Figure 28. This signage needs to be updated to conform to the standard used by the LOWT. There will be a need for the Township, or sponsors, to assist with the funding of the initial signage for the LOWT.



Figure 30

The signage can also be used as a means of identifying local sites of interest. Groups that wish to advertise their location could sponsor special signs. An example would be the Lost Villages site.

## **9.0 BRANDING**

The term branding is taken from the marketing terminology used to identify a product or special feature. The branding of the South Stormont Waterfront is a topic that should encompass all of the initiatives. This Report is not a detailed analysis of the marketing opportunities. The opportunities will arise once there is an established direction for the Waterfront. If this is based upon the historical theme, then maybe the symbol that is already in use for the Heritage Parkway (i.e. Figure 15) can be adopted.

The adoption of a marketing strategy should be encouraged by the Township and should form a part of any Business Improvement Area, Chamber initiative or Community Improvement Plan.

The Township can also explore the opportunities for joint advertising using existing tourist organizations and by launching improvements to the Township website.

The Chamber of Commerce could also be encouraged to further develop its own website to promote Waterfront activities and events, along with encouraging members to take an active role in taking advantage of opportunities that may present themselves. In addition, promotion of local tourist attractions and links, where available, would be well-suited to a marketing site such as the Chamber.

The Township, through its various Committees, can provide leadership in developing marketing materials that can be used by all parties. One example is a map of the Township showing commercial establishments.

## **10.0 LAND USE PLANNING**

### **10.1 Provincial Planning Act**

The Province of Ontario recently completed a review of the basis for land use planning in the province. The changes that have been introduced do not result in any substantive changes. The legislation, known as Chapter 18 The Strong Communities (Planning Amendment) Act [formerly Bill 26], has been enacted by the Province and the Township will have to make some changes to the current policies, should there be a decision to maintain a local level Official Plan.

## **10.2 2005 Provincial Policy Statement**

The 2005 Provincial Policy Statement (PPS) came into effect on March 1, 2005. This replaced the 1997 version of the PPS. This document guides the development of Official Plans and Zoning By-laws and provides direction when reviewing all development applications that are filed after the enactment of the PPS.

The new PPS does not appear to introduce any new policies that significantly affect the Study Area. Policies are different in that the review of the policies must now demonstrate that a planning decision is '*consistent with*' the policies. Development along the Waterfront will have to demonstrate that there is no negative environmental effect upon the quality of the water or the natural, cultural or archaeological heritage of the community. The only difference from 1997 is that, under the former policy, an application had to '*have regard to*' the policies.

## **10.3 Places to Grow**

The latest legislation introduced by the Province is known as the Places To Grow Act. This legislation is currently only targeted at the Golden Horseshoe, - Toronto, Hamilton and surrounding area. There is no direct relevance to Eastern Ontario at this time. What it does indicate is that the Province is setting the limits on growth for areas where rapid growth is occurring, and areas such as Ottawa may be subjected to similar provincial involvement. Should this occur, then there might be implications for the growth of the Township. There does not appear to be any indication that South Stormont will be affected by such legislation in the short term.

## **10.4 Heritage Act**

The Province is also preparing amending legislation for the Ontario Heritage Act, Bill 60, which is intended to improve the ability of the municipality to protect heritage resources. This does not appear to be a critical issue for this Study as there are no designated buildings at this time.

## **10.5 Official Plan for the United Counties of Stormont, Dundas and Glengarry**

The United Counties of Stormont, Dundas and Glengarry (SDG) are developing the first Official Plan for the United Counties. The Counties have recommended that the Waterfront Area be included as a specific designation, or overlay, policy for the Township. The Counties Official Plan is a general guiding document and it would be necessary to add specific policies for the Waterfront Area to ensure the Township's goals are clearly articulated. SDG has stated that it is prepared to work with the

Township to develop an appropriate designation for the Waterfront, once there is an agreement on the desired direction for the area. This will take the form of a specific Secondary Plan to the Counties Official Plan in accordance with the policies of the proposed Plan. Appendix D is the Proposed Secondary Plan Amendment for the Township to consider and take to the Public for pre-consultation.

SDG adopted the Official Plan in July 2005 and awaits Ministerial approval.

Based upon the Terms of Reference, and the direction from the SSWDC, the deliverable from this Study is a Draft Secondary Official Plan Amendment to the Official Plan for the United Counties of Stormont, Dundas and Glengarry. The intent will be to incorporate specific policies as they apply to the Waterfront Area. From a review of the latest draft of the Official Plan, this can be accomplished by using the proposed land uses and adding an overlay for the Waterfront to describe the type of development that is desired by the Township. This will include specific design guidelines for new development and redevelopment. The Township should be in a position to review and recommend a Secondary Plan during the spring of 2006. This schedule will permit the Township to review a proposed Amendment, and forward the Amendment to the Counties for pre-consultation with the Provincial Ministries and the Public, and adoption later in the summer of 2006. Following this schedule will permit the Ministry of Municipal Affairs and Housing to have both the Counties Official Plan and the Amendment for approval at the same time.

The Counties Official Plan has policies that support development within the Waterfront Study Area on the landside; the islands are designated differently, except Moulinette Island, which is partially within the Urban Settlement Area Designation and partly a Special Study Area. The islands are designated as Rural, primarily SLPC lands, and Rural Settlement Area for the privately-owned lands.

Within the Rural Settlement Area, there are specific policies which include Major Open Space, Residential, Commercial, and Significant Wetland. It appears that these policies can support the type of development contemplated by this Study. The Township should undertake a thorough review of the policies to ensure that the uses are appropriate. The limits of the specific designations should also be evaluated to ensure that the limits for the commercial lands would permit the creation of uses to support the Waterfront.

All designations, including the Major Open Space designation, allow: schools, health care, long term care, social facilities, recreation, religious and cultural uses, cemeteries, and institutional uses, as well as infrastructure uses. The Major Open Space Designation also allows for open space, park, trail, and conservation uses.



The commercial designations recognize the marina, the area to the east of Robin Road, and the commercial area of both Villages. Policies also permit limited commercial development outside of Villages.

Further specific polices related to Brownfields, Community Improvement Areas, servicing of lands, preservation of Natural Features, Floodplain protection, Wetland protection, Public Health and Safety, and protection of fish habitat are all included in the various sections of the Official Plan.

The Planning Act contains policies for Community Improvement Areas (Section 28). This Section of the Act provides the Township with the ability to make incentives available to redevelop lands. The Township would be required to complete a specific plan for the area defined by the By-law. This plan would identify the long-term intentions of the Township for the specific area. This can link to the Brownfields Act, where lands have been identified as being contaminated. The Counties Official Plan includes the required policies to permit the use of this approach.

The Brownfields Act makes provisions for a municipality to make incentives available for the redevelopment of any lands that are considered as contaminated. Should such lands be identified within the Study Area, the Township will need to work with the landowner to develop a specific strategy to enable the site to be redeveloped. This will include specific plans for changes to the uses and designation under the Planning Act as a Community Improvement Area. This can be for an area or for a specific site. The Counties Official Plan includes the required policies to permit the use of this approach.

## **10.6 Township of South Stormont – Official Plans**

Official Plans are currently in place for the entire Waterfront. The Township of South Stormont has Official Plans from both the former Townships of Osnabruck and Cornwall. These documents were both created before amalgamation and have not been subject to detailed review since the latest amendments to the Planning Act. The Osnabruck Official Plan covers the vast majority of the actual Waterfront Area from the western limit of the Township to the eastern entrance to the Long Sault Parkway. The balance of the area to the boundary with the City of Cornwall is in former Cornwall Township.

The policies in the current Osnabruck Official Plan relate primarily to Open Space. This reflects the current ownership of these lands by the SLPC. There is also some floodplain noted along the actual river's edge, and recognition of the existing development on Ault Island. This area of Ault Island is subject to policies that relate to

Resort Residential uses. Part of the Island has been subdivided, and there are lands zoned to permit similar subdivision of several large adjacent parcels.

The lands that are in the former Cornwall Township are partly within the Marginal Lands designation, and partially in the Village of Long Sault. In both cases, the actual waterfront is within a Hazard Lands designation to reflect the floodplain. The Islands are shown in two designations: Marginal and Open Space. The existing commercial development at the marina and the existing yacht club are not specifically recognized in the Official Plan.

The Township should repeal these Official Plans as they apply to the Waterfront to ensure that there is no conflicting Land Use policy for the Study Area. The By-law should be authored such that the repeal does not come into effect until the Counties Official Plan and the Secondary Plan come into full force and effect.

### **10.7 Township Zoning By-laws**

The Zoning for the lands appears to be consistent with the Official Plan Designations. There is a Resort Residential zoning for those portions of Ault Island that are in private ownership and the balance of the area is zoned as Open Space.

The current Zoning By-law does recognize the commercial uses. The existing residential uses on Moulinette Island and East Isle are also recognized.

The Township should examine the rezoning for the Waterfront in concert with the update that should be done to implement the Counties Official Plan.

### **10.8 Other Policies and Studies that Affect the Waterfront**

The Raisin Region Conservation Authority is presently completing a Natural Heritage Study for the watershed. The Phase 1 and 2 Reports have been released for public comment. The drafts have not identified any areas of significance within the Study Area. Any development that is proposed will have to take this document into consideration to ensure that it is in conformity with any recommendations.

There are very limited areas identified by the Province that require strict environmental protection. Wetlands that are Provincially Significant fall into this category. These have been identified in the SDG Official Plan. The Counties Official Plan also appears to protect Locally Significant Wetlands. Their protection is established in policy so there is no further action required to protect these features.

The only other study that is presently under way within the area is the review of the Cornwall Bridge to the United States. The historical options for the location of the bridge to the United States had included a connection within the Study Area. The Township should monitor the study to determine if there is any potential for the relocation of the crossing in the future.

It is possible that approvals from the Department of Fisheries and Oceans (DFO) will be required for any works done abutting or in the water. This would include work at the marina and any development of boat launches or wharves. The proponent of any development will be required to consult with DFO or its agents.

The Ministry of Natural Resources and the Conservation Authority also have approvals for works in and around the water under various legislation, including the Lakes and Rivers Improvement Act. Consultation with these agencies will be required before the Township will consider any proposal.

#### **10.9 Policy Opportunities – Development Bonus**

The Planning Act makes provisions for bonusing of specific sites. Section 37 permits a municipality to include provisions in its Official Plan for additional development on a specific parcel in situations where a developer is prepared to provide services or facilities for the municipality. The redevelopment of the marina, or development of one or more parcels of land on the Waterfront that are presently in private hands could be encouraged to provide waterfront access, improved access, public facilities, or some specific amenity in return for being permitted to increase the density of development on the lands. This would require a proposal from a developer that the Township would entertain, through approval of subdivision, site plan, and/or Zoning By-law amendments. The proposed Counties Official Plan does not include this opportunity. One of the actions of this Report will be to include policies within the Secondary Plan Amendment for bonusing.

#### **10.10 Municipal Act – Business Improvement Areas (BIA)**

The Municipal Act, 2001 makes provisions for a municipality to create a Business Improvement Area (Sections 204 to 215). The intent of a BIA is to provide a means to coordinate improvements and to jointly fund these improvements for a described area. This can be a street, or a series of streets. If the Township creates a BIA, the members of the BIA agree upon a work program and a means to share the costs of this work and the Township collects the assigned fees in the same manner as taxes. The work can be anything from physical improvements, such as streetlights or curbs and sidewalks, to streetscape (trees, flower gardens), to marketing programs. The funds raised by the

merchants are collected by the Township and disbursed to the Board of Management of the BIA. The Board of Management of the BIA is specifically permitted to undertake the following:

- (a) to oversee the improvement, beautification and maintenance of municipally-owned land, buildings and structures in the area beyond that provided at the expense of the municipality generally; and
- (b) to promote the area as a business or shopping area.

### **10.11 Municipal Act, 2002 – Municipal Development Corporations**

The Township has the ability to create a specific Corporation to aid in the development of the community, or a part of the community. This Corporation can be created with the sole object of promoting community economic development with the participation of the community by facilitating and supporting community strategic planning, and increasing self-reliance, investment and job creation within the community.

The pursuit of such an entity should be reviewed with the Economic Development Committee to determine if such a venture would be viable for the Township, or if the existing Community Futures group can meet the same goals.

### **10.12 Municipal Act, 2001 – Municipal Capital Facilities**

Section 110 of the Municipal Act allows the Township to enter into agreements for the construction, operation, and maintenance of municipal facilities. These agreements permit a private enterprise to work with the Township to provide a facility that would not be economically viable for the Township in the short term.

At this time, there has been discussion of the desire for an indoor municipal swimming facility. This is one example of where the Township could pursue some form of joint venture with a private company to provide this facility. This would only be appropriate for any area of the Township where the facility could appropriately locate. The Waterfront Area in the front of either of the two Villages would be a potential location, given the access to the municipal water system and the proximity of both the local population and tourists. This Study has not specifically identified a location, nor if such a facility is warranted, just that the desire exists within the community for such a facility.

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## 11.0 MUNICIPAL SERVICING AND DEVELOPMENT APPROVALS

The Township has invested in the municipal water system that provides services to the two Villages. This system should be made available to any development that takes place in the Waterfront Area. Any development should also take place where the municipal sanitary sewer system is available. This is supportive of the Counties Official Plan policies related to servicing.

If the Township is going to be involved in capital works projects, the project will likely be subject to the Provincial Environmental Assessment Act and will require at least a Municipal Class Environmental Assessment. In situations where there is funding from the Federal Government, there is also a requirement for a Federal Environmental Assessment.

The Township will also be required to include appropriate text and mapping in its Official Plan (or in the SDG Official Plan) to meet the requirements of the Planning Act to have capital projects identified in the Official Plan (Section 24).

The Province of Ontario will be involved through the Ministry of Natural Resources (MNR) and the Ministry of Environment (MOE) where development is proposed along the water. Environment Canada may also become involved through the Species at Risk Act that was proclaimed in June 2004, but this appears to be implemented at this time through the MNR.

The Department of Fisheries and Oceans is involved when development on the water is proposed. This is done as part of their enforcement of the Federal Fisheries Act.

The Raisin Region Conservation Authority will have an interest in any activities along the Waterfront, as they are the approval agent for the Lakes and Rivers Improvement Act, and the Fisheries Act, and have Regulations for Fill and Construction.

The Counties will be involved in any projects that include works near the Heritage Parkway (County Road 2), particularly where new accesses are proposed.

## 12.0 CONCLUSIONS

1. The Township will require significant assistance from other sources to develop the Waterfront Area. This can come from other levels of government, the private sector, local volunteers and the not for profit organizations (i.e. Lost Villages, Lake Ontario Waterfront Trail).
2. The County should be requested to incorporate the Waterfront Secondary Plan as an amendment to the County Official Plan as is provided under Section 3.06.7.9 of the County Plan.
3. The Township will have to examine the Zoning By-law to clearly implement the policies.
4. The Initiatives will only be possible once an individual or group takes responsibility for implementing the project.
5. The Township will need to work closely with the SLPC and SDG to develop a coordinated capital budget program to implement improvements to the Waterfront Area. This is particularly apparent if SLPC is to be asked to assist with capital improvements.

**APPENDIX A**

**WATERFRONT HISTORY  
from  
2000 WATERFRONT COMMITTEE**

**APPENDIX B**  
**SUMMARY OF JUNE OPEN HOUSE**



## **APPENDIX C**

### **SUMMARY OF SEPTEMBER OPEN HOUSE**

**APPENDIX D**

**EXTRACT FROM BRIAN HEDNEY'S WEBSITE  
DESCRIBING BICYCLE TOUR  
THROUGH THE TOWNSHIP**

**APPENDIX E**

**DRAFT OFFICIAL PLAN AMENDMENT  
SECONDARY PLAN FOR THE  
SOUTH STORMONT WATERFRONT AREA**