

THE CORPORATION OF THE UNITED COUNTIES

OF STORMONT, DUNDAS AND GLENGARRY

BY-LAW NO. 5507

A BY-LAW to adopt Official Plan Amendment No. 28 to the Official Plan of the United Counties of Stormont, Dundas and Glengarry.

WHEREAS the Official Plan of the United Counties of Stormont, Dundas and Glengarry was adopted by Council on July 17, 2017, and approved by the Minister of Municipal Affairs and Housing on February 4, 2018.

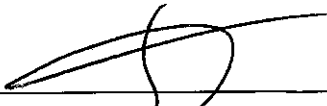
AND WHEREAS Section 17 (22) of the Planning Act, R.S.O., 1990 provides for the adoption of an official plan (or amendment) by a municipal council.

AND WHEREAS Official Plan Amendment No. 28, amends the Official Plan for the purpose of revising the County roads entrance policies in the text of the plan.


NOW THEREFORE the Council of the Corporation of the United Counties of Stormont, Dundas and Glengarry enacts as follows:

1. That Official Plan Amendment No. 28 to the Official Plan of the Corporation of the United Counties of Stormont, Dundas and Glengarry, attached hereto as Schedule "A" to this By-law, is hereby adopted.
2. That this By-law come into force and effect on the final passing thereof.

READ and passed in Open Council, signed and sealed this 15th day of September 2025.



WARDEN



CLERK



KEY INFORMATION REPORT

Transportation Services

November 18, 2024

SUBJECT: Creation of New Entrances onto County Roads

BACKGROUND:

SDG Counties provides and maintains the arterial regional road network that connects our communities and facilitates the efficient flow of traffic through and across local municipal boundaries. These roads are designed for higher speeds and greater volumes of both passenger and commercial traffic. Controlling the number and placement of entrances onto arterial roads is a critical aspect of managing this vital infrastructure, as entrances have significant and everlasting implications to the flow of traffic and safety of the roadway.

There are two legal instruments the County has employed to regulate the creation of new entrances onto County Roads – the County Entrance By-law and County Official Plan.

The County Entrance By-law

The main purpose of the entrance by-law is to give staff the authority to issue permits onto County Roads and address matters of non-compliance. The entrance by-law was last updated in May 2022, and, at present, staff have no major concerns with how it is being implemented.

With respect to the issuance of new entrances, the by-law allows access from a County Road into any existing lot of record if there are no safety constraints and if access into the existing lot from a local road is not available. Stated another way, any lot that only fronts on a County Road has the right of access provided that the location where access is being provided is safe.



County Official Plan

The County Official Plan is the main policy document that is reviewed when considering if access onto a County Road is possible during the creation of new lots (e.g. subdivisions and severances).

Section 4.3.6.2 of the Official Plan provides the general policy direction with respect to access onto County Roads:

“This Plan supports the function of County Roads by recognizing the authority of the County to control access, driveway and intersection spacing, and sign and building setbacks when making land use decisions. This Plan discourages residential ribbon development and commercial strip development along County roads by controlling direct access points (driveways and entrances). When considering a development application, the development will be considered as “new” and access associated with the development must meet the requirements of this Plan”

Ribbon development occurs when many lots are created/ developed in a long continuous line outside of a settlement area. Ribbon development is undesirable and has many negative impacts on County infrastructure such as:

- Decreased traffic safety and efficiency due to the additional conflict points that are created for those accessing property versus through traffic
- Increased strain on public services due to the greater demand for essential infrastructure more commonly found in settlement areas (e.g. sidewalks, reduced speed limits and municipal water and sewer etc..).
- Increased conflict due to land use and lack of organized development (e.g. grading and stormwater challenges, conflict between agricultural community and residential landowners).



Figure 1: Example of Existing Ribbon Development on a County Road

The County Official Plan does permit the creation of new lots with access onto County Roads under the following circumstances:

- When the lot is within the boundary of an urban or rural settlement area
- When the posted speed limit is 60km/hr or less
- For new commercial, industrial, institutional or agricultural farm splits
- When the number of existing entrances (excluding field entrances) is less than 3 per kilometer on roads greater than 1000 vehicles per day and less than 5 per kilometer on roads with less than 1000 vehicles per day.

New residential severances with direct access are not permitted on County Roads with speed limits of 80km/hr and traffic volumes greater than 4,000.

Implementation of the Official Plan Policies

Consistent with the policies described above, the creation of commercial institutional industrial and agricultural related lots is supported and therefore generally permitted to have access to all County Roads.

Similarly, there are no access restrictions when residential severances are contemplated within settlement areas, or areas with reduced speed limits, as these are the areas where the County and local municipalities want to encourage and promote densification continued residential development.

When considering a severance within a rural area, Transportation will apply the entrance spacing policies as described above.

Engineering Basis for Controlling Access onto County Roads within Rural Areas

The ability to control access starts with the creation of new lots. Once a lot is created, generally, access to that lot must be provided in perpetuity. To that end, the classification of road and purpose it serves must be considered when establishing the freedom of access onto said road. Access priority increases as the functional purpose of the road decreases (figure 2).

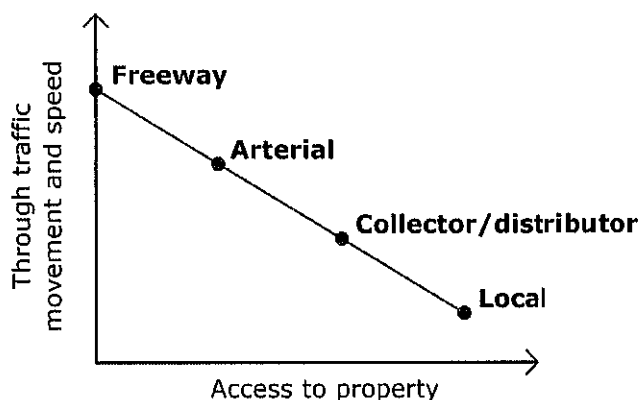


Figure 2: Access Priority versus Road Classification

A summary of the technical references supporting the need to limit access onto arterial roads is provided as follows:

National Association of County Engineers (NACE)

- Accidents increase in direct proportion to the number of driveways. Emphasis should be placed on limiting the number of driveways entering a County Road.
- Counties should make an effort to eliminate these hazards (entrances).

Transportation Association of Canada (TAC) Geometric Design Guidelines

- Arterial roads primarily provide for movement of through traffic. Other classification of roads provides for both movement and access.
- Arterial and to a certain extent collector roads are expected to have uninterrupted traffic flow characteristics.
- The primary objective of access control is to provide safe and orderly access consistent with functional and operational requirements at the road.



- Access control and land use controls are complementary functions which call for close coordination of transportation and planning as the road network should preserve the ability to meet traffic needs.
- Studies demonstrate that there is a strong relationship between access control and collision rates. Collisions increase as the frequency of access increases.
 - o Collision and fatality rates with full access control are half of that of rural roads with no access control.
- One entrance per 400m is desirable for rural arterial roads. New private accesses should not be allowed where one exists within a 400m section.
- If a development is bordered by two roads access to the property should be to the lower classification road
- For rural collector roads:
 - o No more than one access for 400 meters is desirable but some situations may warrant a maximum of two
 - o the distance between rural accesses should be at least 150 meters apart

COMMENTS/OBSERVATIONS:

There is a difference between rural development and residential ribbon development within rural areas. Rural development generally features homes situated in spacious, open landscapes, often with larger plots of land surrounded by agricultural or forested property. This type of spaced development is part of the fabric of SDG and is consistent with the engineering principles and access controls that are desired on arterial roads.

Although the existing lot creation policies have been longstanding and consistently applied by staff, historically created lots are often the reason why new severances are not viable.

There is a significant affordability crisis within the Province of Ontario, and even though there is an excess of existing undeveloped lots fronting onto County Roads, the cost of land is creating barriers for those that need housing. As a result, there are greater than normal pressures to increase the ability to provide a developable lot to a family member through the severance process.

If Council wishes to increase the ability for residents to create new residential lots onto County Roads, it is strongly recommended that some restrictions remain in place to continue to place a priority on the movement of traffic within the balance of access versus efficiency and safety. To that end, Council has the following options it may consider:



Option 1: Update the Official Plan Policies for New Entrance Requirements

Staff are of the view that many of the existing requirements identified within the County Official Plan are well founded and consistent with the desired vision for our region. In any contemplated update, staff would strongly encourage Council to maintain the following:

- No restrictions on the creation of new lots fronting on County Roads within settlement areas.
- No restrictions on the creation of new institutional, commercial, industrial lots or for a farm split when fronting on a County Road.
- Few restrictions when existing speed limits are 60km/hr or less.
- No new residential lots be created on County Roads with speed limits of 80km/hr and traffic volumes of 4000 or greater (often former Provincial Highways).

If Council wished to permit more flexibility for severances in the rural areas, a proposed revision to the entrance spacing policy could be as follows:

Existing Wording

- *When the number of existing entrances (excluding field entrances) is less than 3 per kilometer on roads greater than 1000 vehicles per day and less than 5 per kilometer on roads with less than 1000 vehicles per day.*

Proposed Revision

- *When the number of existing or future entrances (excluding field entrances) is less than 6 per kilometer.*
- *For County roads identified as "desirable local roadways", the local municipality will have authority to determine if access would be permitted.*

This proposed revision would have the following impact:

- For roads between 1000 to 4000 vehicles per day (the majority of County Roads), the number of permitted entrances would effectively double from 3 entrances to 6 entrances per kilometer.
- Roads with less than 1000 vehicles per day would open to an additional severance/ access.
- Any roads that County Council deems appropriate to be transferred to a local municipality would not be subject to County Road access restrictions.



Option 2: Update the Official Plan Policies to Allow a variance process for Decisions when a Requested Severance Does not meet Entrance Policies

Rather than creating a blanket revision to the Official Plan, Council may prefer to consider instances where the severance policies may be overly restrictive on a case-by-case basis. This approach would likely require an additional policy as follows:

In instances where the above noted entrance policies do not permit a severance, when requested by the applicant, Council or its delegate may authorize an exemption, via resolution on a case-by-case basis.

Given the significant variation of conditions and roadside environment throughout SDG, this approach may be preferred as it allows Council or a delegated authority to exercise judgement depending on the circumstances where a variance is being requested. Staff would recommend that the process to authorize the exemption be like a setback variance request (e.g. minor fee and report to Council), as, it would involve additional staff time and effort to prepare the material for Council's consideration. Further coordination with Planning would be necessary to ensure that timing for their decisions remains consistent with the *Planning Act* requirements.

Challenges with this process include the potential for inconsistencies in decisions and the possibility that all applicants will appeal to Council regardless of the merit of the proposal. Encroachment agreements and setback requirements generally deal with existing lots of record where development may not be able to meet current standards. New lots should be able to meet current engineering standards without a need for a variance. A standardized policy allows for consistent administrative decision-making, like the number of consents allowed per property. The variance approach is not recommended.



Option 3: No Change to Official Plan Policies

Under the current Official Plan, applicants do have several avenues for making exceptions to the existing policies, although it is recognized that the processes can be considered a barrier for the average applicant. Applicants can undertake an *Official Plan Amendment (OPA)* if they wish to make an exception to the existing policies. OPA's are expensive; however, Council could consider a revised OPA fee if it is strictly to consider amendments to the access policies. Alternatively, applicants can appeal a consent decision or condition to the *Local Planning Appeals Tribunal* if the policies are not supportive of the severance and they can demonstrate why the application of the policies are not appropriate in their circumstance. This approach would require no change or direction from Council – the status quo would be maintained.

Future Opportunities

Staff look forward to Council's feedback with respect to the above. Regardless of the ultimate direction taken, a value-added feature that staff would like to pursue when staff resources are available is to create maps that better identify where residential severances fronting on County Roads may be possible based on the applicable policies. Unfortunately, this information is not readily available to applicants, requiring them to go through a pre-severance process with Transportation to determine if a severance fronting on a County Road would be feasible.

SCHEDULE "A" TO BY-LAW No. 5507

**AMENDMENT NO. 28 TO THE OFFICIAL PLAN FOR THE UNITED COUNTIES OF
STORMONT, DUNDAS AND GLENGARRY**

Official Plan Amendment

County Roads Entrance Policies

United Counties of Stormont, Dundas, and Glengarry



**UNITED COUNTIES OF STORMONT
DUNDAS AND GLENGARRY**

**CERTIFICATION OF COMPLIANCE WITH PUBLIC INVOLVEMENT AND NOTICE
REQUIREMENTS**

I, Kimberley Casselman, Clerk, hereby certify that the requirements for the giving of notice and the holding of at least one (1) public meeting as set out in Subsection 17(15) of the Planning Act, R.S.O. 1990, and the giving of notice as set out in Subsection 17(23) of the Planning Act, R.S.O. 1990, have been complied with.


Signed: 
Kimberley Casselman, Clerk

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STATEMENT OF COMPONENTS

PART A - PREAMBLE

Introduces the actual Amendment but does not constitute part of Amendment No. 28 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry.

PART B - THE AMENDMENT

Consists of the following text, which constitutes Amendment No. 28 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry.

PART C - THE APPENDICES

Do not form part of Amendment No. 28 but are provided to clarify the intent and to supply background information related to the Amendment.

PART A – PREAMBLE

Purpose

The purpose of Amendment No. 28 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry, which is an amendment initiated by the United Counties pursuant to Section 22 (1) of the *Planning Act*, is intended to revise the County roads entrance policies, to support new residential development in rural areas throughout SDG Counties and to ensure they are clear and remain consistent with matters of provincial interest.

Location

The amendments apply to all lands within the corporate boundaries of the United Counties.

Basis

The proposed amendment was developed by County Staff after a review of county roads entrance policies in the Official Plan was conducted and a series of options were discussed by County Council. This OPA was reviewed by local Planning staff who are supportive of the proposed amendments. OPA No. 28 involves textual changes of the Official Plan.

PART B - THE AMENDMENT

The Introductory Statement

All of this part of the document entitled, Part B - The Amendment, consisting of the following text and Schedule 'A', constitutes Amendment No. 28 to the Official Plan for the United Counties of Stormont, Dundas and Glengarry.

Details of the Amendment

The Official Plan of the United Counties of Stormont, Dundas and Glengarry is amended as follows:

1. Section 4.3.6.2.1 Development Adjacent to County Roads – Remove all items contained in this section and replace it with the following:

“Direct access on County roads will not be permitted for new residential lot creation when the posted speed limit is 80km/hr or greater; and, when the Average Annual Daily Traffic (AADT) volumes are 4,000 vehicles or greater.

However, despite the above-mentioned policy, there are some cases where access to a County Road may be permitted. They are as follows:

- a. *If the lot is contained within an urban or rural settlement area boundary;*
- b. *Existing lots of record are established on the day this Plan comes into force;*
- c. *When the posted speed limit is 70km/hr or less; and, the Director of Transportation (or delegate) is satisfied that driveway spacing, entrance location and sight distances provide safe access;*
- d. *The creation of public road entrances is necessary;*
- e. *Providing shared access for a proposed development is required;*
 - i. *Conformance to the County Entrance By-law requirements must be demonstrated;*
- f. *For new non-residential developments (e.g. commercial, institutional, industrial or agricultural farm splits etc.) that conform to this Plan and to applicable local municipal Zoning By-law requirements;*
- g. *In certain situations, consideration for permitting access to a County Road to accommodate new residential development will be given:*

- i. On roads with less than 4000 AADT vehicles;*
 - ii. When local road access is not available; and,*
 - iii. The overall density of existing or future entrance ways for all types of development (e.g. residential, commercial, industrial, institutional) on the same side of a road is no more frequent than six entrances per kilometer.*
 - 1. The starting point of the kilometer measurement shall be the segment containing the subject parcel and the greatest number of lots requiring year-round access.*
 - 2. Auxiliary entrances are excluded from the total number of County Road entrances."*
- 2. After section 4.3.6.2.1. , add a new subsection 4.3.6.2.2 Transfer of County Roads to Local Municipality, which is as follows:*

"If, at a future date, the County Road will be changing jurisdiction to the local municipality the proposed entrance onto the subject road may be permitted upon approval by the local municipality.

 - i. A change in jurisdiction is considered complete when County Council has passed a By-law transferring the subject road (or part of) to the receiving local municipality; and, the local Council has also passed a By-law to accept the road."*

PART C – THE APPENDICES

APPENDIX A: NOTICE OF PUBLIC MEETING



NOTICE OF A PUBLIC MEETING Official Plan Amendment No. 27 and No. 28 for the United Counties of Stormont, Dundas and Glengarry

TAKE NOTICE that the Council of the Corporation of the United Counties of Stormont, Dundas and Glengarry (SDG Counties) will hold a Public Meeting as per Section 17 and Section 21(1) of the Planning Act on Wednesday July 23rd, 2025, commencing at 9 a.m. at 26 Pitt Street, Cornwall, in the Council Chambers.

THE PURPOSE AND EFFECT of the Public Meeting is to provide the public and stakeholders an opportunity to give input in respect of the proposed amendments to the SDG Counties Official Plan. Official Plan Amendment (OPA) No. 27 introduces new policies that will apply as a "Conservation Lands" overlay in Rural Areas. The intent of this overlay is to balance conservation objectives with the policies of the underlying land use designation in a practical planning environment. Therefore, select sites that are publicly owned on Schedules A, B, C, D E, and F will have the Conservation Lands overlay applied and be subjected to the associated policies.

In addition, Official Plan Amendment (OPA) No. 28 will be reviewed at this Public Meeting. OPA No. 28 is intended to revise the County Roads entrance policies when development adjacent to a county road is proposed by adding new provisions to consider when access is requested. The proposed amendment includes changes to the Text of the Official Plan.

Official Plan Amendment No. 27 and No. 28 applies to the entire geographical area of SDG Counties; as such, no key map is provided. Copies of the draft Official Plan Amendment No. 27 and No. 28 as well as relevant maps can be found at: www.sdgcountries.ca as of July 14th, 2025.

ANY PERSON may attend the public meeting and/or make written or verbal representation either in support of or in opposition to the proposed amendments to the SDG Official Plan. If you would like to attend or would like to participate, please email: planning@sdgcountries.ca in advance of the public meeting.

IF YOU WISH TO BE NOTIFIED of the decision of the United Counties of SDG on the proposed Official Plan Amendment(s), you must make a written request to the Planning Department (at the address below) or to planning@sdgcountries.ca

ADDITIONAL INFORMATION relating to the Official Plan Amendment No. 27 and No. 28 are available on the SDG Counties website and at the local township offices.

DATED this 24th day of June 2025
Planning & Economic Development Services
United Counties of Stormont, Dundas and Glengarry
26 Pitt Street, K6J 3P2
Cornwall, Ontario
Tel: (613) 932-1515

APPENDIX B: RECORD OF PROCEEDINGS



Corporation of the United Counties of Stormont, Dundas and Glengarry

PUBLIC MEETING MINUTES

July 23, 2025, 9:00 a.m.

Council Chambers, Suite 321, 26 Pitt Street, Cornwall

Present: Warden Martin Lang, Peter Young, Maureen Adams, CAO/Deputy Clerk, Peter Young, Director of Planning & Economic Development Services, Rebecca Luck, Director of Library Services, Lindsay Parisien, Senior Planner, Megan Benoit, Planning Technician, Cadden Martins, Engineering Technician, Todd Lihou, Corporate Communications Coordinator

1. Call to Order

Warden Lang called the meeting to order at 9:00 a.m.

CAO Adams stated that the meeting was being live streamed on the Counties' YouTube channel and was also being recorded. She indicated that if there were members of the public unable to attend the meeting who wished to provide comments related to the item considered, or who wished to be notified of the decision, they could send an email to planning@sdgcounties.ca.

CAO Adams stated that when the time comes for public comments, those attending in-person or virtually could raise their hand to speak. She asked that members of the public wishing to speak state their name and address before providing their remarks.

2. Disclosure of Pecuniary Interest - None

3. Public Meeting

Warden Lang introduced Lindsay Parisien, Senior Planner. Ms. Parisien stated that the public meeting was being held pursuant to Section 17 and Section 21(1) of the *Planning Act*. She added that anyone wishing to receive further notice about the amendments to the SDG Official Plan, could send an email to planning@sdgcounties.ca.

3.1 Official Plan Amendment No. 27 – Conservation Lands Overlay

Ms. Parisien presented a PowerPoint presentation on Official Plan Amendment No. 27. The presentation provided an overview of the background of the proposed amendment, proposed changes, comments received to date, and next steps. A copy of the presentation is held on file.

Warden Lang asked if any members of the public attending in-person or virtually would like to speak to Official Plan Amendment No. 27. There were no member of the public who wished to speak.

3.2 Official Plan Amendment No. 28 – County Roads Entrance Policies

Ms. Parisien presented a PowerPoint presentation on Official Plan Amendment No. 28. The presentation provided an overview of the background of the proposed amendment, current official plan policies, proposed changes, comments received to date, and next steps.

Warden Lang asked if any members of the public attending in-person or virtually would like to speak to Official Plan Amendment No. 28. There were no members of the public who wished to speak.

4. Adjournment

Warden Lang adjourned the meeting at 10:25 a.m.

Township of South Stormont
ACTION REQUEST
Planning and Building Department



To: Council
From: Karl Doyle, Director of Planning and Building
Date of Meeting: July 16, 2025
Subject: Conservation Lands and County Road Entrance Policies

Recommendation:

That the Council of the Township of South Stormont support Official Plan Amendment No. 27 and No. 28, and further that a copy of this resolution be provided to the United Counties of Stormont, Dundas, and Glengarry.

Executive Summary:

To provide Council with the background and current information pertaining to the proposed Official Plan Amendment (OPA) regarding a new conservation land (overlay) and changes to the County Road Entrance Policy. Planning staff is seeking a resolution of support from Council.

Background:

OPA No. 27 – Conservation Lands (Overlay) Policies

The United Counties of Stormont, Dundas, and Glengarry (SDG Counties) introduced OPA No. 23 that was approved in June 2024. OPA No. 23 had amended the Official Plan designation of various publicly owned lands to a "Major Open Space" designation. These lands were all located in Rural Areas of the Counties, the intent of the amendment was to recognize, protect, and preserve the natural and recreational value of these properties. The Ministry of Municipal Affairs and Housing (MMAH) had subsequently appealed some of these properties to the Ontario Land Tribunal (OLT), primarily over concerns related to the loss of Prime Agricultural Resource lands.

After several discussions between SDG Counties staff and applicable Ministries, the proposed OPA No. 27 – Conservation Lands (Overlay) seeks to resolve the concerns relating to Prime Agricultural Resources, while still achieving the intent of celebrating and preserving these properties with significant natural and recreational value in the Counties.

SDG Counties have circulated a notice of the proposed amendment on June 24, 2025 and request commentary from the public and agencies. A Public Meeting is scheduled for Wednesday July 23, 2025, commencing at 9 AM, 26 Pitt Street, Cornwall, in the SDG Counties Council Chambers.

OPA No. 28 – County Roads Entrance Policies

SDG Counties operate and maintain a series of County Roads throughout the six (6) lower-tier municipalities. These County Roads are critical transportation networks in our communities that are generally characterized as being arterial class roads, designed for high speeds and large traffic volumes. Regulating the number and location of entranceways onto these roads is crucial in maintaining a safe and efficient transportation network.

SDG Counties regulate the creation of new entrances onto County Roads by the Counties Entrance By-law and the SDG Official Plan. The Official Plan lists a set of policies and criteria that are applied when the creation of new lots with access to a County Road are proposed (e.g. severances).

SDG Counties staff were directed by County Council to review the Official Plan policies regarding new entrances along County Roads. At a Committee of a Whole meeting on November 18, 2024, County Council was presented with a Key Information Report that outlined transportation staff's detailed research on the matter and provided options for revisions to the current policy. OPA 28 is therefore proposed to amend the Official Plan and implement the revised County roads entrance policies, in alignment with the preferred option chosen by County Council.

SDG Counties have circulated a notice of the proposed amendment on June 24, 2025 and request commentary from the public and agencies. A Public Meeting is scheduled for Wednesday July 23, 2025, commencing at 9 AM, 26 Pitt Street, Cornwall, in the SDG Counties Council Chambers.

Discussion:

OPA No. 27 – Conservation Lands (Overlay) Policies

The proposed amendment (OPA No. 27) will revert identified lands that were previously affected by OPA No. 23 back to their original underlying Official Plan designation. A new "Conservation Lands (Overlay)" designation would be added to the Official Plan and schedules to work in-conjunction with the underlying land use designation, only on lands that are publicly owned and located in Rural Areas of the Counties (i.e. County Forests, Conservation Areas, etc.).

In South Stormont, twenty-five (25) parcels have been identified to be reverted back to their original land use designation with the new conservation lands overlay added. All the proposed lands are either owned by the SDG Counties or a Conservation Authority. There are no Township owned parcels that will be affected by the proposed amendment.

A summary of the proposed amendment is listed below:

- Adding the “Conservation Lands (overlay)” to the land use designations table and allow for the following permitted uses within this overlay:
 - conservation uses,
 - forestry uses,
 - natural areas,
 - passive outdoor recreation uses; and,
 - agricultural uses managed by a public authority.
- Creating policies regarding the intent and objectives for lands with the overlay, that include:
 - Providing specific regulations for *Agricultural Resource Lands* with the Conservation Lands (overlay) so that the agricultural value of these lands is also protected and preserved.
 - Example: permitting passive outdoor recreation uses but excluding buildings and golf courses.
 - Limiting the permitted uses for *Rural District* lands with the Conservation Lands (overlay); and establishing requirements when lot creation, legal or technical adjustments, or additional uses are proposed on these lands.
 - Example: requiring an amendment to the Official Plan if lot creation (i.e. severance) or additional uses are proposed.
 - Direction on measures that can be implemented prior to disposition of these lands.
 - Example: registration of conservation easements prior to sale of public properties with the conservation lands overlay.
 - Encouraging collaboration between public bodies, agricultural organizations, environmental organizations, and agricultural property owners to implement strategies that benefit all interests.
 - Requiring an Official Plan Amendment for any proposal to remove the Conservation Lands (overlay) for development purposes.

The proposed OPA No. 27 has been discussed with each respective municipality’s planning staff and local Conservation Authorities at a planners meeting held on June 23, 2025. Township planning staff recommend support of the proposed amendment as it conforms with the Provincial Planning Statement (PPS), meets the goals/objectives of the United Counties, and supports the Township’s strategic priorities.

OPA No. 28 – County Roads Entrance Policies

County Council were presented with options for potential changes to the County Roads Entrance Policies within the Official Plan. OPA No. 28 seeks to implement the preferred option chosen by County Council.

The proposed amendment to the County Roads Entrance Policies in the Official Plan includes the following:

- Further clarifying existing processes and wording
- Allow opportunity for an increased number of new residential development on County Roads that have an Average Annual Daily Traffic (AADT) of less than 4,000 vehicles.
- Providing direction on the circumstances where a County Road is planned to change jurisdiction to the local municipality.

In South Stormont, County Road 2 and County Road 19 have an AADT of 4,000 vehicles or greater. A section at the intersection between County Road 18 and County Rd 36 also experiences an AADT of 4,000 vehicles or greater. No changes to the current entrance policy are proposed for County Roads with an AADT of 4,000 or greater. Therefore, these road sections will not be impacted by the proposed OPA No. 28. It should be noted, traffic counts can fluctuate from year to year and can vary depending on a certain section of the road.

The current policy for development adjacent to County Roads (section 4.3.6.2.1 of the Official Plan), restricts more than two entrance ways adjacent to one another if the overall density of year-round entrance ways (or the requirement for the same) on any one side of a road is more frequent than 3 per kilometer (for roads with an AADT between 1,000-3,999) or 5 per kilometer for County Roads with less than 1,000 AADT.

OPA No. 28 seeks to change the limit on entrances adjacent to County Roads specifically to accommodate more residential development. OPA No. 28 proposes a maximum of 6 entrances per kilometre along roads with an AADT of up to 3,999.

An example of the current policy applied to a hypothetical severance proposal is illustrated in **Figure 1 – Appendix A**. The example in Figure 1 would not meet the current County Road entrance policy, however the example in Figure 1 would meet the policy if the proposed changes in OPA No. 28 are approved.

The proposed changes would provide the ability for more residential entrances on specific County Roads with lower traffic volumes. Entrances must still comply with the requirements of the County Entrance By-law which specifies criteria that includes sight lines, traffic hazards, drainage, among other considerations. The current and the proposed entrance policies are included for reference below.

Section 4.3.6.2.1 - Current Official Plan Policy

"New residential lot creation (see Section 8.12.13.2-3) with direct access will not be permitted on County roads having a speed limit of 80km/hr or greater and an average annual daily traffic (AADT) volume of 4,000 vehicles or greater. Despite the above, access to a County Road may be permitted subject to the following:

- A) Within the boundaries of urban or rural settlement areas;*
- B) To existing lots of record on the day this Plan comes into force;*
- C) When the posted speed limit is 60km/hr or less and the County Engineer is satisfied that driveway spacing, entrance location and sight distances would provide safe access;*
- D) For public road entrances;*
- E) When providing shared access that conforms to the requirements of the County Entrance By-law;*
- F) For new commercial, institutional, industrial or agricultural farm splits that conform to this Plan and to Local Municipal Zoning requirements;*
- G) Where there is no opportunity to access a local road and there is at least 350 m of continuous road frontage free of year-round residential/ commercial/ industrial/ institutional entrance ways (or the requirement for same) on the same side of the road for which an application has been made.*
 - a. For County Roads with less than 1,000 AADT, the frontage may be reduced to 200 m.*

Two entrance ways adjacent to one another may be permitted, if the overall density of year-round residential/ commercial/ industrial/ institutional entrance ways (or the requirement for the same) on any one side of a road is no more frequent than 3 per kilometer or 5 per kilometer for County Roads with less than 1,000 AADT. The kilometer shall be that segment containing the subject land and the greatest number of lots requiring year-round access".

Section 4.3.6.2.1 - Proposed Official Plan Modifications

"Direct access on County roads will not be permitted for new residential lot creation when the posted speed limit is 80km/hr or greater; and, when the Average Annual Daily Traffic (AADT) volumes are 4,000 vehicles or greater.

However, despite the above-mentioned policy, there are some cases where access to a County Road may be permitted. They are as follows:

- A) If the lot is contained within an urban or rural settlement area boundary;*
- B) Existing lots of record are established on the day this Plan comes into force;*

- C) *When the posted speed limit is 60km/hr or less; and, the Director of Transportation (or delegate) is satisfied that driveway spacing, entrance location and sight distances provide safe access;*
- D) *The creation of public road entrances is necessary;*
- E) *Providing shared access for a proposed development is required; Conformance to the County Entrance By-law requirements must be demonstrated;*
- F) *For new non-residential developments (e.g. commercial, institutional, industrial or agricultural farm splits etc.) that conform to this Plan and to applicable local municipal Zoning By-law requirements;*
- G) *In certain situations, consideration for permitting access to a County Road to accommodate new residential development will be given:*
 - a. *On roads with less than 4000 AADT vehicles;*
 - b. *When local road access is not available; and,*
 - c. *The overall density of existing or future entrance ways for all types of development (e.g. residential, commercial, industrial, institutional) on the same side of a road is no more frequent than six entrances per kilometer.*
 - i. *The starting point of the kilometer measurement shall be the segment containing the subject parcel and the greatest number of lots requiring year-round access.*
 - ii. *Field entrances are excluded from the total number of County Road entrances”.*

Township staff are aware of several circumstances where property owners had wished to sever a lot on a County Road, but the proposal did not meet the current requirements of the County Road entrance policy.

Staff acknowledge the challenges between balancing increasing development needs while maintaining a safe and functional road network. The Township of South Stormont has large areas of lands designated “Rural District” where severances may be possible, located along both Township and County Roads.

The Counties’ draft Growth Management Study has identified that approximately 10% of growth will take place in South Stormont rural areas, with most residential units being created in or outside the villages and hamlets.

Section 3.2.1 of the Provincial Planning Statement (PPS) directs that *“Transportation systems should be provided which are safe, energy efficient, facilitate the movement of people and goods, are appropriate to address projected needs[...].”*

Township Planning staff consider that the proposed amendment appears to be in keeping with the PPS; and are a reasonable compromise to facilitate moderate increases in residential development along lower-volume County Roads.

Regarding County Roads that are planned to be transferred to the local municipality, OPA No. 28 proposes to establish a new policy that addresses these situations. Below is the proposed wording of a new section 4.3.6.2.2.

4.3.6.2.2 Transfer of County Roads to Local Municipality (Proposed)

"If, at a future date, the County Road will be changing jurisdiction to the local municipality the proposed entrance onto the subject road may be permitted upon approval by the local municipality.

A change in jurisdiction is considered complete when County Council has passed a By-law transferring the subject road (or part of) to the receiving local municipality; and, the local Council has also passed a By-law to accept the road".

In South Stormont, County Road 36 between Mille Roches Road and Avonmore Road is an example of a County Road with known discussions about a future transfer to the Township. Planning staff welcome this proposed change which will provide the local municipality more decision-making authority for County Roads whose jurisdiction is planned to be transferred to the Township.

Alignment with Strategic Action Plan:

Goal 1: Safe and Reliable Infrastructure

Objective 1.3: Optimizing the delivery of essential services by maintaining and upgrading

Goal 2: Welcoming and Vibrant Community

Objective 2.1: Expanding opportunities for healthy living, recreation, and culture

Objective 2.4: Caring for our natural environment

Risk and Asset Management Considerations:

Municipal service increases (i.e. garbage collection, infrastructure, parks)

Options:

1. Support the proposed policy amendments.
2. Do not support the proposed policy amendments.

Financial Impact:

Development created by more development along County Roads will add to the Township's tax base.

Others Consulted:

Director of Public Works

Prepared By: Moe Hammoud, Community Planner

From: [Moe Hammoud](#)
To: [Lindsay Parisien](#)
Cc: [Karl Doyle](#); [Shayne Wheeler](#); [Loriann Harbers](#); [Kimberley Casselman](#)
Subject: South Stormont Resolution of Support - OPA No. 27 & No. 28
Date: July 17, 2025 9:44:29 AM
Attachments: [image002.png](#)
[image003.png](#)
[image004.png](#)
[image005.png](#)
[image006.png](#)
[AR-PB 16Jul25 Proposed Conservation Lands Policies and County Roads Entrance Policies \(OPA 27 and 28\).pdf](#)

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Good morning Lindsay,

Please be advised that Council of the Township of South Stormont passed the following resolution on July 16, 2025:

Resolution No.: 142/2025
Moved By: Deputy Mayor Guindon
Seconded by: Councillor Woods

That Council of the Township of South Stormont support Official Plan Amendment No. 27 and No. 28, and further that a copy of this resolution be provided to the United Counties of Stormont, Dundas, and Glengarry.
Result: CARRIED

Also attached is a copy of the action report presented to Council for reference. Please let me know if you need anything else.

Sincerely,



Moe Hammoud
Community Planner

Email: mhammoud@southstormont.ca

Phone: 613-534-8889 ext. 205 | Fax: 613-534-2280

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KEY INFORMATION

Development Services

To: Mayor and Members of Council

Date of Meeting: July 2, 2025

Subject: County Official Plan Amendments 27 and 28

Purpose

To obtain input from the North Dundas Township Council for submission to County Council concerning the proposed County Official Plan Amendments #27 and #28. The United Counties have requested feedback from the Township in advance of the Public Meeting scheduled for July 23, 2025, at 9:00 a.m. in Cornwall.

Background

Details regarding the proposed two amendments are attached.

Summary

A summary of the two amendments is provided below:

OPA#27

This Official Plan Amendment implements the Ontario Land Tribunal (OLT) Settlement Decision, based on the Ministry of Municipal Affairs appeal of OPA#23. Both OPA#23 and #27 identify publicly owned lands and preserve them. The idea is to give the public a map that shows where they can go and enjoy publicly owned land (lands owned by the Township, United Counties, or South Nation Conservation). In short, the OLT settlement changes the identifying name of these properties from "Major Open Space" to "Conservation Lands Overlay." The name change also prohibits "golf courses" (a concern of the province).

OPA#28

The proposed Official Plan Amendment (OPA#28) will introduce new options for residential lot creation on *Rural Designated Lands* along County Roads where there are lower traffic flows. Currently, the Official Plan limits new residential access to County Roads to avoid ribbon development and to keep traffic flowing.

New residential severances are prohibited along almost every County Road in North Dundas, as most of North Dundas is designated "*Agricultural Resource Lands*". As such, the proposed policy change will have little to no impact on North Dundas. However, introducing more residential severances on County Roads will impede the flow of traffic elsewhere in the Counties. For roads between 1000 to 4000 vehicles per day (the majority of County Roads), the number of permitted entrances would effectively double from 3 entrances to 6 entrances per kilometer. Roads with less than 1000 vehicles per day would open to an additional severance/access.

Options

1. Take no action. As the two proposed amendments have little to no impact on North Dundas, no comment is necessary.
2. Provide feedback to the County Council. North Dundas Council can provide comments for the County Council to consider.