

KITCHENER WOODBRIDGI LONDON KINGSTON BARRIE BURLINGTON

VISION DOCUMENT

Outdoor Recreational Land Use

1500 Kossuth Road City of Cambridge

Date: February 2022

Prepared by: **MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC)** 540 Bingemans Centre Drive, Suite 200 Kitchener, Ontario T: 519.576.3650 F: 519.576.0121

Our File: Y355B

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1.0 INTRODUCTION

This vision document has been prepared in support of an outdoor recreational use on a portion of the property located at 1500 Kossuth Road, in the City of Cambridge, and legally described as Part of Lot 89 German Company Tract, City of Cambridge (formerly the Township of Waterloo) (hereinafter referred to as the "subject lands").

The subject lands are located on the south side of Kossuth Road, between Speedsville Road and Beaverdale Road. The lands are irregularly shaped with an approximate area of 24.4 hectares (60 acres) and a frontage of approximately 445 metres on Kossuth Road. The north portion of the subject lands are used for agricultural purposes, the west portion of the lands were formerly used for recreational purposes and are presently vacant, and the remaining east and south portions of the property are vacant wetland and forested areas.

The proposed recreational land use will utilize the existing field and topography of the land and will be limited in size to the west portion of the lands. The proposed location is the same location as was previously permitted for the use through a Temporary Use By-law by the City of Cambridge. There are no buildings proposed on the subject lands and no infrastructure (i.e., septic, water or stormwater) is required for the recreational use.

The subject lands are located on and accessed from Kossuth Road. Kossuth road is an arterial road as well as a regional road and provides connections to the site from the Region of Waterloo and from Guelph. The subject lands are ideally located for recreational purposes being centrally located between Kitchener, Cambridge and Guelph. An existing access road is located on the subject lands and runs from Kossuth Road along the western boundary of the property and provides access to the rear portion of the site formerly disturbed and used for recreation. A large berm separates the access road and the subject lands from the adjoining property to the west. The berm runs along the western boundary of the property.

The recreational land use will increase the economic feasibility of the lands which are limited in their agricultural use. The proposed land use makes the best use of the land parcel and provides an economic development opportunity to the City of Cambridge. The lands are well-located between the City of Kitchener, City of Cambridge and City of Guelph creating the potential to draw customers from various regions.

2.0 SITE DESCRIPTION & SURROUNDING LAND USES

The subject lands are located within the City of Cambridge and adjacent to Kossuth Road, a major arterial and regional road. Kossuth Road represents the municipal boundary between the City of Cambridge and Township of Woolwich. The location of the subject lands are shown on **Figure 1** of this report.

The subject lands have an approximate area of 24.4 hectares (60 acres) and have an approximate frontage of 445 meters on Kossuth Road. The northern portion of the lands fronting Kossuth Road are used for agricultural purposes, the western portion of the lands are vacant and were formerly used for recreation, and the remaining portion of the lands are vacant wetland and wooded areas. An access road is located along the western boundary of the property as well as a large berm separating the subject lands from the adjacent property to the west.

The subject lands are surrounded by a number of uses including agricultural and non-agricultural. A context plan is included as **Figure 2** to this Report. The surrounding land uses in the area include the following:

NORTH:	Sod farm and sod farm operation, including retail sales, rural residential, fragmented agricultural land, and recreational land (Beaverdale Golf Club).
EAST:	Recreational land (Brookfield Golf Club), rural residential, and natural open space.
SOUTH:	Natural open space, and agricultural land.
WEST:	Region of Waterloo Airport, agricultural land, nursing home (Cambridge County Manor), and equestrian riding school.

There are a mix of land uses in proximity of the lands, including the airport, sod farm operation and retail use, rural residential uses and two (2) golf courses. The Region of Waterloo Airport is planned to expand and undergo construction to double its size by 2022. The planned construction has been approved and is underway.

In summary the site is located in close proximity to a range of agricultural and non-agricultural land uses including the airport, farm-related retail, institutional and recreational uses. The site is welllocated for recreational uses in a central location between neighbouring cities and provides an economic development opportunity to the City of Cambridge.



Figure 1 **Aerial Location Map**

LEGEND

- Subject Lands (24.4 ha)
- Municipal Boundary
- Countryside Line

Land Use Areas

- 1. Agricultural Area: 3.43 ha
- 2. Wetland/Open Space Area: 16.11 ha
- 3. Proposed Recreational Use Area: 4.86 ha

1500 Kossuth Road City of Cambridge Region of Waterloo

Notes: - Region of Waterloo Imagery, 2020 - Contains information provided by the Regional Municipality of Waterloo under licence - Parcel and areas are approximate only

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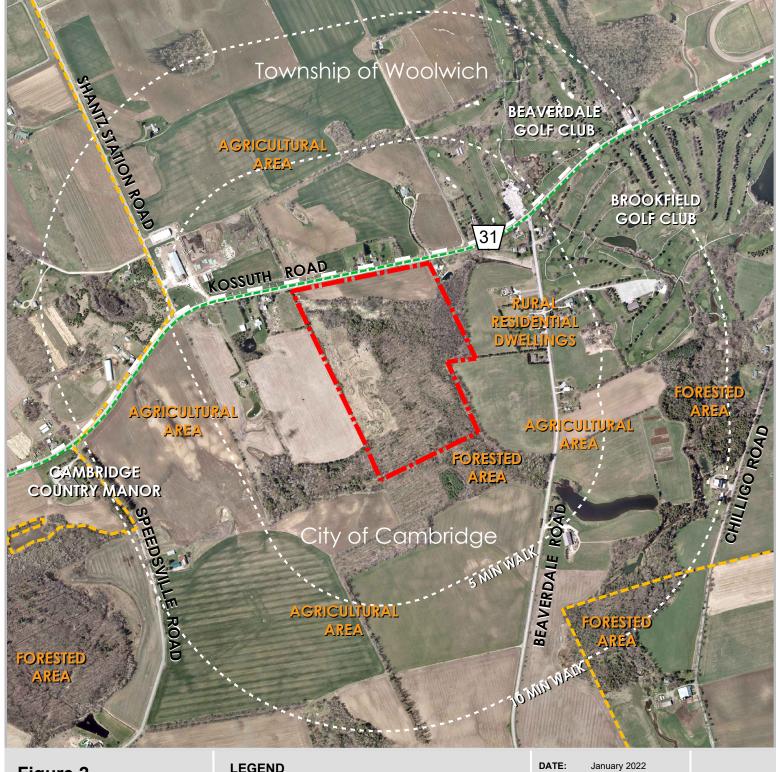


Figure 2 **Context Map**

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1500 Kossuth Road City of Cambridge Region of Waterloo

Notes: - Region of Waterloo Imagery, 2020 - Contains information provided by the Regional Municipality of Waterloo under licence - Parcel and areas are approximate only

3.0 proposed development

3.1 Vision

The proposed recreational land use represents a use that provides economic opportunity to an agricultural land parcel that is predominantly characterized by wetland and wooded areas. The proposed use places an emphasis on utilizing existing disturbed land for recreational purposes, the protection of the land for future agricultural use, the protection of the open space areas, and the introduction of a viable economic opportunity to the area.

3.2 Site Plan

The proposed recreational land use is planned to utilize approximately 4.86 hectares of the total 24.4 hectares of land area. The proposed land use utilizes the rear portion of the cleared land area that has previously been disturbed. The proposed use will not further disturb the natural open space, or agricultural areas. No development activity is proposed within the natural features of the site. The proposed use incorporates an existing berm separating the recreational use from the neighbouring agricultural property to provide buffering and provides parking areas for visitors. A site plan is enclosed as **Figure 3**.

Recreational Use Area

The proposed recreational use is located to the west and rear of the subject lands. The recreational use will be limited to the area of the property previously disturbed for recreational uses, and it will not impact the agricultural lands to the north, or the open space lands to the east or south. The proposed use of the lands does not remove the lands from future agricultural use and will not impact the adjacent agricultural areas. Land use compatibility has been considered and mitigation measures are proposed through the design of the recreational area.

Landscaping

An existing berm that is 1.8m to 2.0m (6 to 8 feet) in height is located along the western boundary of the subject lands providing separation and buffering between the proposed recreational land use and the existing agricultural use. The existing berm and proposed fencing will contain the recreational use to the identified lands.

Access and Parking

Access to the site will be provided from Kossuth Road by an existing access road located along the western boundary of the subject lands. The access road is separated from the neighbouring agricultural use by the existing berm. Parking areas are provided which contain permeable surfaces more easily returned to the agricultural condition.

Buildings, Servicing and Grading

No buildings, servicing or significant grading is proposed for the subject lands. The proposed land use will preserve the agricultural use of the lands and will protect the prime agricultural lands for long-term use.

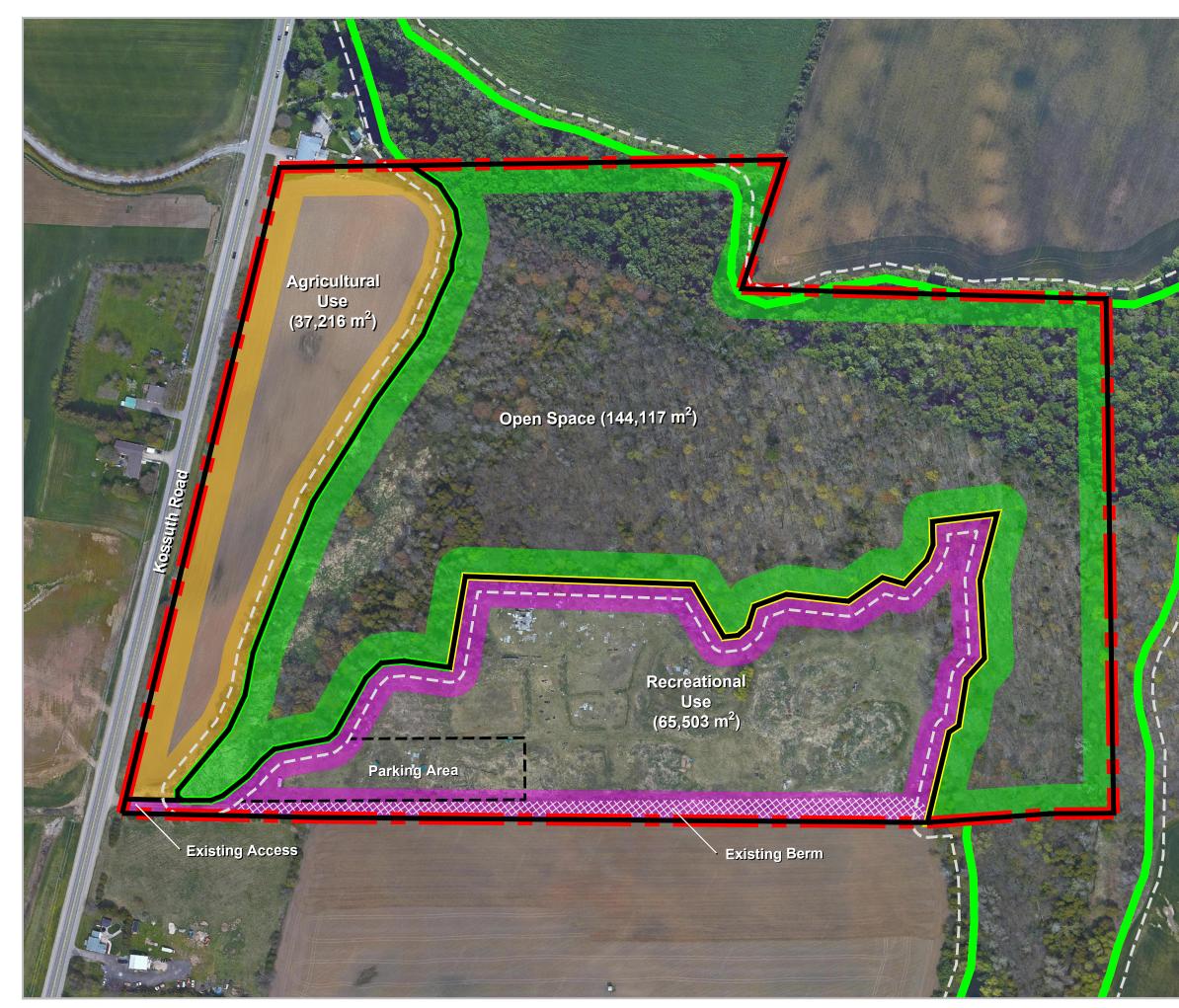




Figure 3 **Conceptual Site Plan**

1500 Kossuth Road City of Cambridge Region of Waterloo

LEGEND



Subject Lands



GRCA Wetland Boundary

Surveyed Wetland Boundary

Wetland Setback (10m)

Land-use Summary				
Land-use class	Area (m²)	%		
Total	246,836	100.0		
Agricultural Use	37,216	15.1		
Open Space	144,117	58.4		
Recreational Use	65,503	26.5		

Notes: - For Conceptual Purposes - Contains public sector Information made available under GRCA Open Data Licence - Google Imagery - Areas are approximate only

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PLANNING URBAN DESIGN & LANDSCAPE

4.0 POLICY ANALYSIS

The following is a review of the Provincial and Municipal land use policy framework related to the subject lands, and how the proposal has met those considerations

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS encourages a diverse mix of land uses in order to provide choice and diversity to create complete communities. The PPS strongly encourages development that will provide long term prosperity, environmental health and social wellbeing. One of the key considerations of the PPS is that planning decisions 'shall be consistent' with the Policy Statement. The following is an analysis of the proposed development in the context of the policies in the PPS.

Agricultural Areas

Prime agricultural areas are those where prime agricultural lands predominant meaning lands which are comprised of specialty crop areas or Canada Land Inventory Class 1, 2, and 3 lands. Prime agricultural areas are to be protected for the long-term use of agriculture. Permitted uses in prime agricultural areas include agricultural uses, agriculture-related uses and on-farm diversified uses. Non-agricultural uses are permitted in prime agricultural areas if the use meets the required criteria, as established in Policy 2.3.6.

The subject lands are identified as prime agricultural areas, however the lands have a large portion of natural wetland and wooded areas preventing large areas of agricultural production. The lands were also previously used for a recreational use through Temporary Use By-law. Through the use of the lands, the topography was modified and the lands are no longer feasible for agricultural use without further site alteration.

Lands in the surrounding area include other non-agricultural uses, including rural residential, golf courses, sod farm warehouse and retail operation and regional airport. In addition, the lands are in proximity to lands that area identified for future urban area expansion.

Non-Agricultural Uses in Prime Agricultural Areas

Policy 2.3.6 permits non-agricultural uses in prime agricultural areas for limited non-residential uses, provided that the required criteria are met. The following describes how the proposed recreational land use meets the required criteria:

- The subject lands do not comprise a specialty crop area;
- The recreational land use does not propose any buildings. There are no concerns with minimum distance separation formula. There are no existing agricultural operations with livestock that would be impacted by the proposed use. Existing rural residential uses adjacent to the subject lands already establish constraints associated with the minimum distance separation formulae;
- There is an identified need for the proposed land use based on the provision of outdoor recreation and support for a local business further supporting the local economy;
- There are no agricultural lands within the City of Cambridge that are not prime agricultural areas or protected countryside.
- Alternative land use designations were explored and the only designation that would permit the use in the City Official Plan is Recreation, Cemetery and Open Space. The designated Recreation, Cemetery and Open Space areas in the City are existing public parks, golf courses, and cemeteries. There are no vacant lands in this designation that would be available for the use.

The proposed recreational use meets the criteria set out in Policy 2.3.6 of the Provincial Policy Statement permitting non-agricultural uses in prime agricultural areas.

Impacts of the recreational land use on the surrounding agricultural operations and lands will be minimal. There are no buildings or services proposed on the subject lands, and the subject lands are located on an arterial road. Potential impacts associated with traffic and access of the lands for recreational purposes will be mitigated. On-site mitigation measures will include the following:

- Berm and fencing to ensure participants are contained within the area of play (which would exclude the natural features and buffers); and
- No infrastructure is proposed or required (i.e., septic systems) that would create any impact to the surrounding agricultural lands.

4.2

A Place to Grow – Growth Plan for the Greater Golden Horseshoe, 2020

The 2020 A Place to Grow: Growth Plan for the Greater Golden Horseshoe ('Growth Plan') came into effect on August 28, 2020. This Plan is the framework for implementing the Provincial Government's initiative to plan for growth and development in a way that supports economic prosperity, protects the environment, and helps the communities achieve a high quality of life.

The subject lands are located within the agricultural system of the Growth Plan and are designated as a prime agricultural area as identified within the Regional Official Plan and City Official Plan. Section 4.2.6 of the Growth Plan provides policies related to the agricultural system. The proposed land use conforms to these policies as it provides for the following:

- The Growth Plan does not strictly prohibit the use of the lands for non-agricultural uses and there are no policies related to the use of the lot for non-agricultural use.
- The proposed recreational use does not impact the adjacent agricultural areas and therefore the prime agricultural area is protected for long-term use;
- The proposed land use does not propose to sever the property and does not impact the geographic continuity of the surrounding agricultural land base; and
- Land use compatibility considerations have been considered and mitigation measure have been proposed including berms, fencing, and access to the site.

4.3 Region of Waterloo Official Plan (ROP)

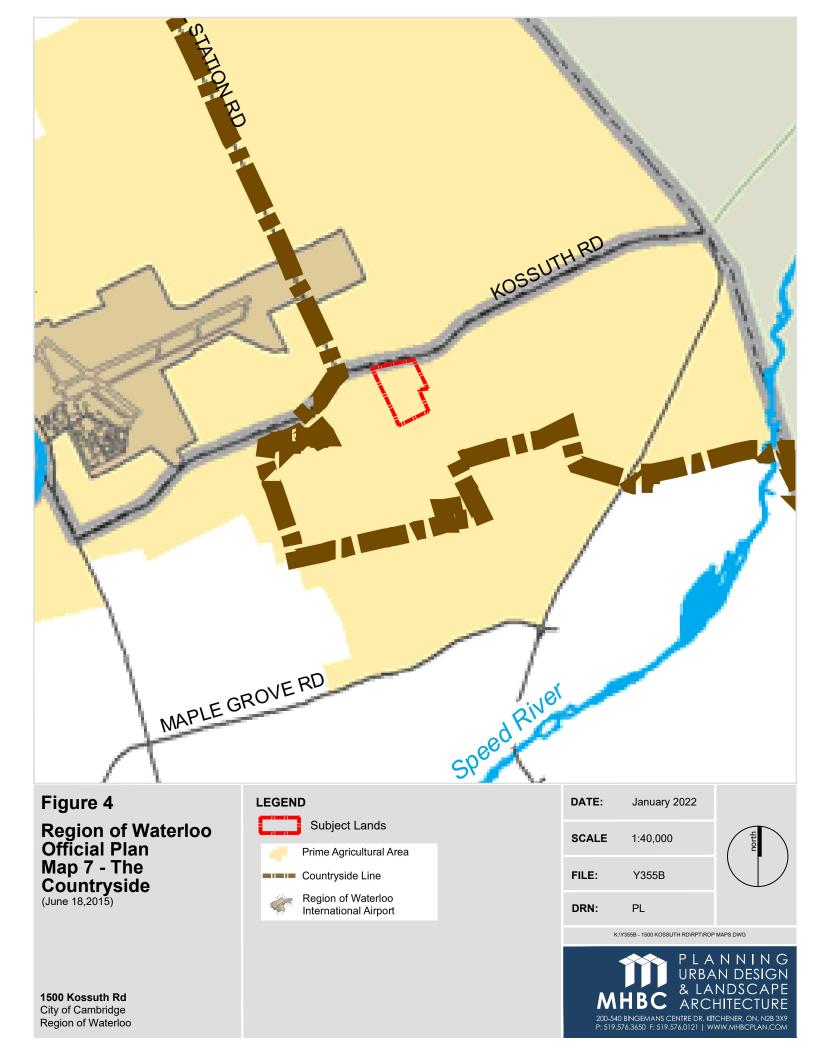
The Regional Official Plan ("ROP") was approved by the Ministry of Municipal Affairs and Housing with modifications on December 22, 2010, and approved, with amendments, by Oral Decision of the Ontario Municipal Board on June 14, 2015. The ROP outlines a vision for growth and development within the Region and establishes a number of general policies to plan and manage growth and implement provincial land use policy. An overarching vision of the ROP is to provide a sustainable and livable future for the Region through the promotion of economic growth and prosperity that maintains a harmony between rural and urban areas.

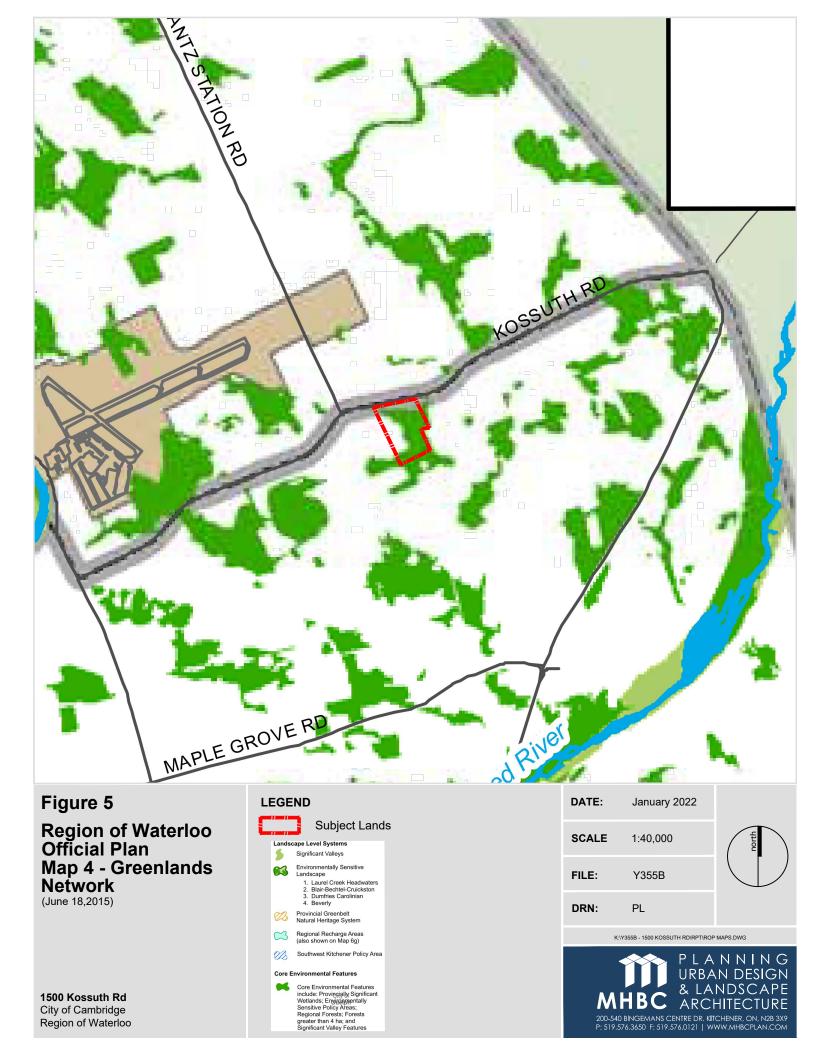
The proposed land use is compatible with neighbouring agricultural uses and concerns of traffic and access will be mitigated through the location of berms and fencing. It provides an economic opportunity to the Region while preserving open space areas.

The subject lands are designated Countryside and Prime Agricultural Area by the Regional Official Plan. The subject lands are not identified as a specialty crop area or part of the Protected Countryside. The designation of the subject lands by the ROP is illustrated on **Figure 4** to this report.

Countryside

The overall goal of the Countryside is to protect the rural character of the area while supporting the development of strong and prosperous rural communities. An objective of the Countryside is to support agriculture as the predominant land use. The proposed use of the lands for recreational purposes does not impact the long-term use of the lands for agriculture and would not impact any surrounding agricultural uses. While the soil classification of the lands identifies the lands as prime agricultural area, the land use in the area of the subject lands is a mix of rural residential, open space and recreational uses. Other lands in the area include the airport and lands that are identified as





future urban development area. Therefore, the existing and planned character of the area is not predominantly agricultural. The recreational use of the subject lands will not impact the existing agricultural uses and farm sector.

The proposed recreational land use will be limited to a previously disturbed area and will not be located within the adjoining open space natural features. The proposed recreational use does not propose any building or servicing development and will maintain the countryside's open space character, topography, natural linkages and rural landscape.

Core Environmental Features

A portion of the subject lands are part of the Greenlands network and are designated Core Environmental Features. The designation of the subject lands within the Greenlands Network is illustrated on **Figure 5** to this report. Through the previous Temporary Use, the limits of the recreational use were established based on an Environmental Impact Study (EIS) approved by the City and GRCA. The recommendations of the EIS in association with the limit of the recreational use are maintained. The proposed recreational land use will not be located within the area designated core environmental features and buffers are identified.

4.4 City of Cambridge Official Plan

The City of Cambridge Official Plan (the 'Official Plan') was approved by the Region of Waterloo on November 21, 2012 as an implementation of the ROP. The Official Plan identifies that Cambridge residents and visitors enjoy the natural environment with a wide variety of lifestyle options and ample cultural and recreational opportunities. The Official Plan further provides a vision for the City of Cambridge which identifies the City as a community of opportunity which encourages business growth and transition and supports entrepreneurial spirit and strong leadership.

The proposed land use supports the objectives and vision of the Official Plan providing a recreational opportunity which integrates the natural environment with minimal impacts to the surrounding land uses. The proposed land use provides an economic opportunity for business growth and entrepreneurial spirit within the City.

The City Official Plan contains numerous objectives, including those to provide a foundation for the parks and open space policies of this Plan. An objective of the City is to:

"a) support social, cultural, artistic, heritage, educational and recreational initiatives that accommodate a range of needs

e) balance the needs for active and passive recreation while protecting natural features,"

The proposed recreational use on the subject lands would support the objectives of the City to support a range or recreational needs by providing an alternative for an outdoor recreation activity.

The City Official Plan identifies parks and open space as a priority for the City and provides a number of objectives as a foundation for parks and open space policies. The proposed recreational use supports parks and open space objectives of the Official Plan including the following:

- The proposed land use supports a range of recreational needs by providing an alternative outdoor recreational activity than that which is provided by the City;
- The proposed land use provides a balance between an active recreation opportunity and continuing to protect the natural heritage features of the subject lands; and
- The proposed land use contributes to the recreation demands of the City and surrounding areas.

The subject lands are located within the Countryside of the City of Cambridge and are designated Prime Agricultural on Map 1B – Countryside of the Official Plan (**Figure 6**). The subject lands are further designated Prime Agricultural and Natural Open Space System on Map 2 – General Land Use Plan of the Official Plan (**Figure 7**).

The subject lands are identified as prime agricultural within the City Official Plan. Prime agricultural lands may be used for agricultural and non-agricultural uses including agriculture-related uses and secondary uses. The 2020 Provincial Policy Statement (PPS) has expanded the permitted uses on agricultural lands to also include on-farm diversified uses which are secondary to the principal agricultural use and are limited in area. This has not yet been reflected in the City Official Plan. The recent changes to the PPS have permitted the introduction of a number of non-agricultural uses on agricultural land to diversify and supplement income.

The subject lands contain prime agricultural land, however, have a reduced agricultural potential due to the large portion of wetland and environmental features located on the property. The proposed recreational land use provides an economic opportunity to the City and allows for the diversification of income while preserving the land for future agricultural use.

General land use policies for the City are established in Chapter 8 of the City Official Plan and describe uses permitted in all designations. The general land use policies permit any municipally established neighbourhood and community level park and recreation facility in all designations. Recreational land uses in prime agricultural areas are therefore permitted by the City Official Plan in certain circumstances.

Natural Open Space System

The subject lands are identified to contain Natural Open Space. The proposed recreational use will be limited in area to the west portion of the site and will remain outside of the Natural Open Space System.

Core Environmental Features

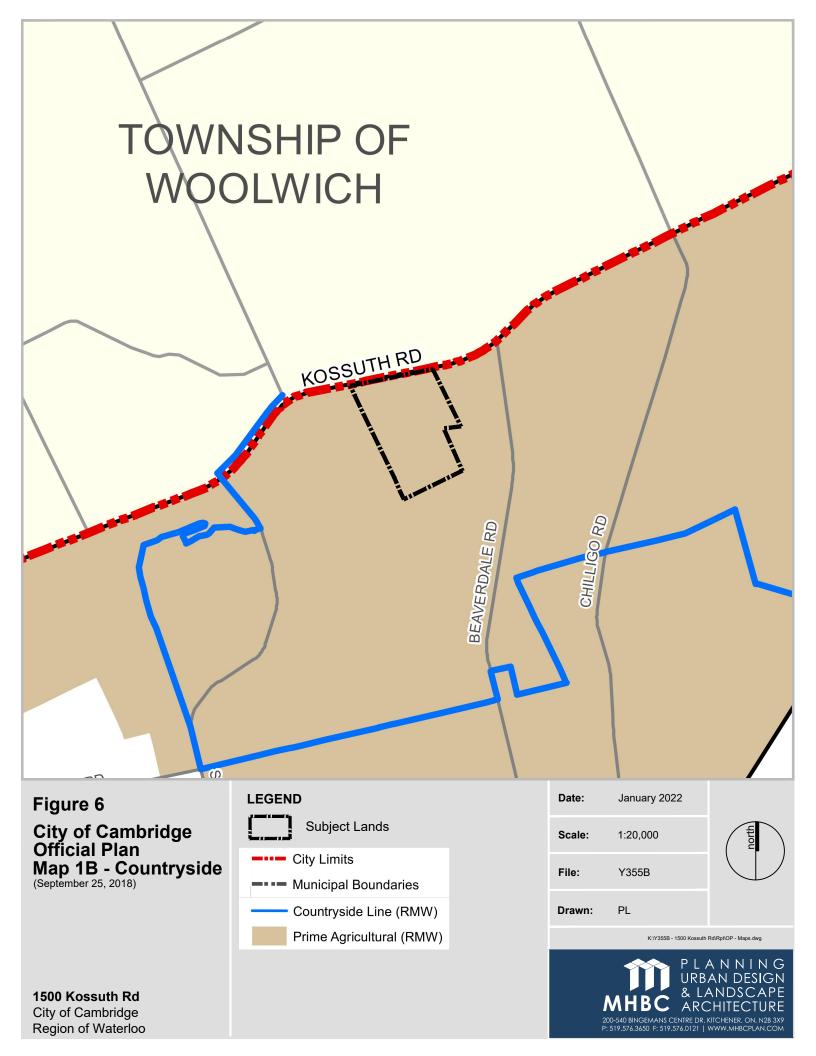
Map 9 of the Official Plan identifies Regional Environmental Features. A portion of the subject lands are mapped as being designated Core Environmental Features as shown on **Figure 8**. The portion of the subject lands designated Core Environmental Features contain Provincially Significant Wetland and Woodland areas. The subject lands are regulated by the Grand River Conservation Authority, however, are not located within the regulatory storm floodplain as identified within the City Official Plan. The proposed land use will not be located within wetland or woodland areas or Core Environmental Features.

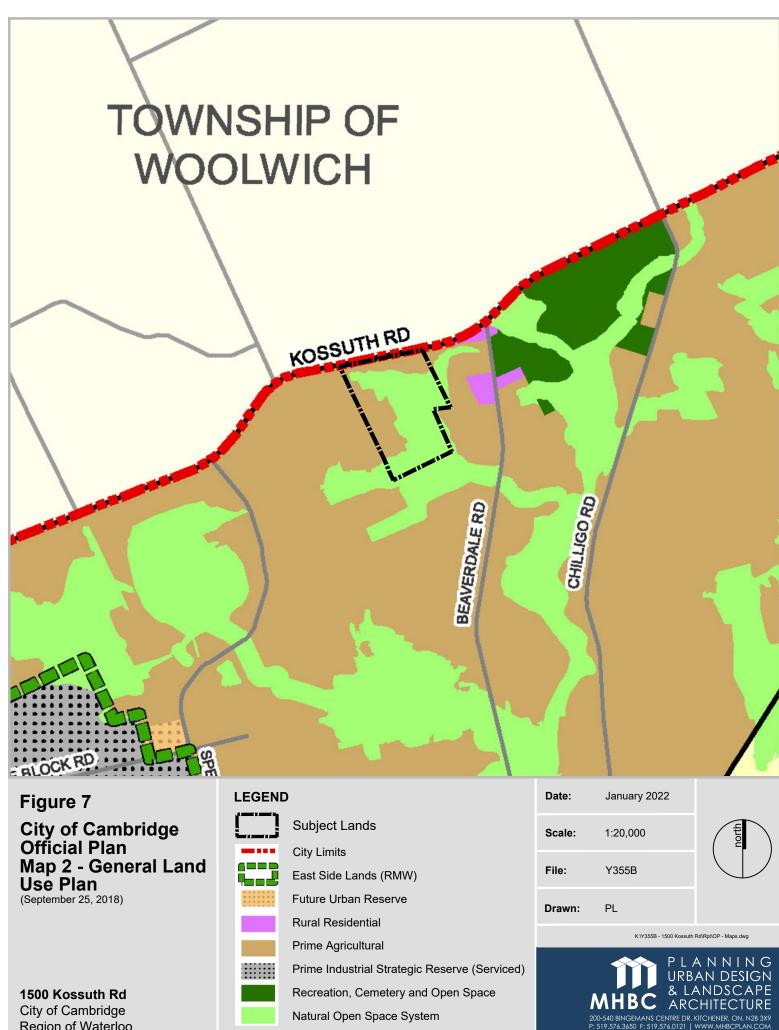
Additional Considerations

Lands located within close proximity of the subject lands, having frontage on Kossuth Road, and also designated Prime Agricultural and Natural Open Space System have a special policy to permit non-agricultural uses. Chapter 8 Policy 45 of the City Official Plan permits that the property located at 2500 Kossuth Road may be used for a natural museum focusing on butterflies, a tropical garden/rain forest conservatory, aviary and botanical gardens; and related accessory uses including a restaurant, gift show and lecture hall.

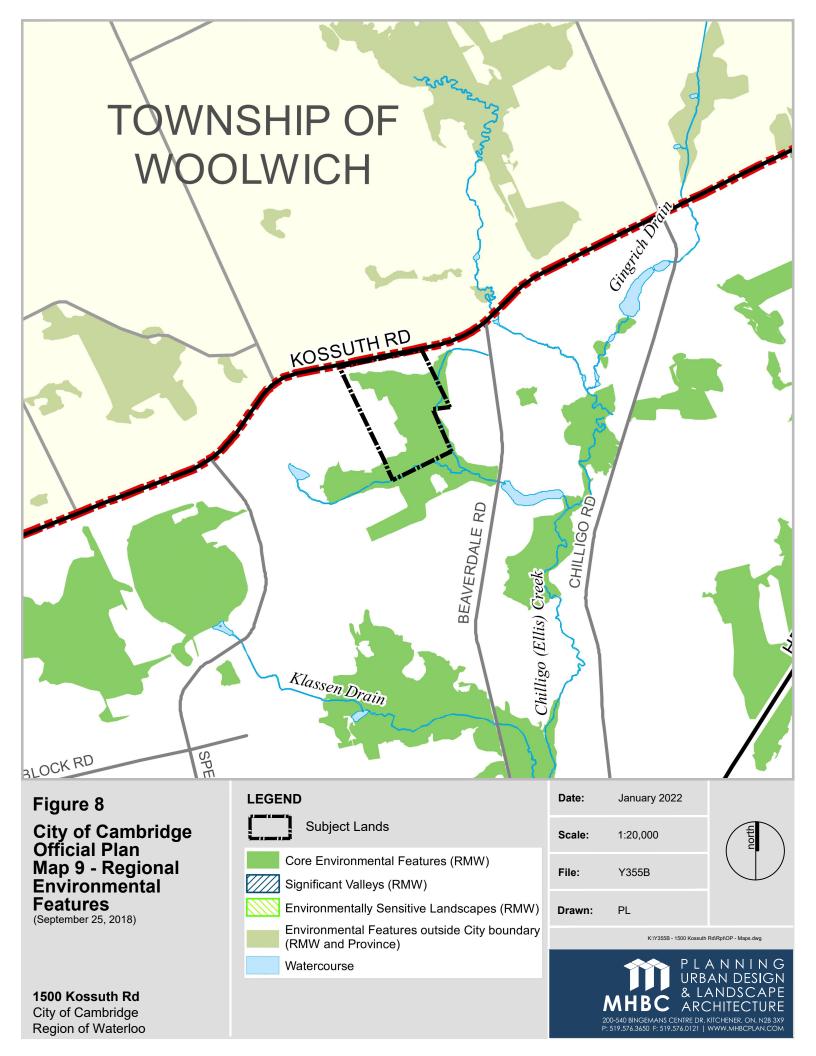
The proposed land use for the subject property has a smaller impact on the land than the uses permitted for 2500 Kossuth Road. The proposed land use will not establish any buildings, paved parking or servicing on the lands, and will be able to protect the lands for future agricultural use.

Recreational uses are permitted within the Prime Agricultural designation for lands which are municipally owned and operated indicating that recreational uses are considered for approval on prime agricultural land. The proposed land use represents an economic opportunity for the landowner and the City while protecting the natural heritage of the lands and protecting the lands for future agricultural use. An official plan amendment is required to permit the proposed recreational land use.





Region of Waterloo



5.0 SUMMARY OF TECHNICAL REPORTS

5.1 Agrologist Report & Soil Tests

An Agrologist Report and soil testing have been completed by Dumfries Service Company in support of the proposed development. The report provides the following conclusions and recommendations:

- The subject lands are small and irregular in shape, and contain trees, shrubs, brushes and berms which would negatively impact the ability to utilize the land for agricultural production.
- Soil test results revealed the lands would require considerable remediation to support crop growth and it is not recommended that the field be returned to agricultural production of grain crops.
- The subject lands are considered to be unsuitable for agricultural production.

6.0 THE REQUEST

The Minister Zoning Order (MZO) Request is to permit the use of the lands for recreational use and establish specific provisions associated with the recreational use.

The request is included as **Appendix A**.

The following provides an overview of site specific provisions to mitigate any potential land use compatibility issues associated with the recreational use:

1. Permit an active recreational use.

The recreational use would have a limited impact to the future agricultural use of the property and would supply an economic opportunity to the City and the Region. The recreational use will utilize the subject lands more effectively and will not impact the adjacent open space areas.

2. Establish site specific requirements for the use.

Special provisions are included relating to the following;

- Location of parking area
- Landscaping, fencing and berming
- Protection of Open Space

The 2020 Covid-19 pandemic has shed light on the need for quality outdoor recreational uses that create opportunity to assist with physical and mental health, as well as supporting local businesses. The MZO for the subject lands will assist in increasing recreational opportunities in the community and providing further support to the business and tourism industry in the City.

APPENDIX A

MINISTER'S ZONING ORDER REQUEST

In accordance with Section 6 of this Order, this Zoning Order is deemed to be City of Cambridge By-law XX-XX(MZO) regarding 1500 Kossuth Road.

Ontario Regulation XX/XX

made under the

PLANNING ACT

ZONING ORDER – CITY OF CAMBRIDGE, REGIONAL MUNICIPALITY OF WATERLOO

1) Definitions

1. In this Order,

"agri-tourism uses" means uses that promote the enjoyment, education or activities related to the farm operations on the lands.

"agricultural related uses" means uses that are directly related to farm operations on the lands or in the area, support agriculture, and uses that support value-added agricultural products that may be produced on-site or locally sourced.

"paintball gaming operation" means an outdoor recreational use and associated facilities, whereby participants engage in activities involving water-soluble paint pellets propelled from markers.

"recreational use" means active outdoor recreational uses and shall include a paintball gaming operation and associated facilities for recreation purposes.

"Zoning By-law" means Zoning By-law 150-85 of the City of Cambridge.

2) Application

- 1. This Order applies to,
 - (a) lands in the City of Cambridge, in the Regional Municipality of Waterloo, in the Province of Ontario, municipally known as 1500 Kossuth Road, being Part of Lot 89 German Company Tract, formerly Township of Waterloo, designated as Parts 1, 2 and 3 on Reference Plan 58R-11961 and further identified by

Property Identification Number 22738-0034 (LT) registered in the Land Registry Office for the Land Titles Division of Waterloo (No. 58)

3) Permitted uses

- 1. Every use of land and every erection, location or use of any building or structure is prohibited on the lands, except for,
 - A recreational use shall only be permitted within the area shown as "Area A" on Schedule "A".
 - ii. Agricultural uses, agri-tourism and agricultural related uses are permitted within the area shown as "Area A" and "Area B" on Schedule "A".
 - iii. Agricultural uses permitted in accordance with the City of Cambridge Zoning By-law 150-85, as amended, are permitted within the areas shown as "Area A" and "Area B" on Schedule "A".
 - iv. Open space uses permitted in accordance with the OS1 Zone in the City of Cambridge Zoning By-law 150-85, as amended, are permitted on lands within the area shown as "Area C" on Schedule "A".

4) Requirements and Regulations

- 1. The requirements and regulations for the lands are as follows:
 - a. The following regulations shall apply to the lands shown as "Area A" and "Area B" on Schedule "A":
 - i. minimum lot frontage: 440 m
 - ii. minimum lot area: 24 ha
 - iii. minimum front yard: 6 m
 - iv. minimum rear yard: 3 m
 - v. minimum interior side yard: 10 m
 - vi. maximum building height: 10 m
 - vii. landscape buffer: a berm of a minimum height of 1.8m on the western property boundary

- viii. Parking: parking for the recreational use shall be screened from Kossuth Road.
- b. The following regulations shall apply to the lands shown as "Area C" on Schedule "A":
 - i. No buildings or structures are permitted.

5) Terms of use

- 1. Every use of land and every erection, location or use of any building or structure shall be in accordance with this Order.
- 2. Nothing in this Order prevents the use of any land, building or structure for any use prohibited by this Order if the land, building or structure is lawfully so used on the day this Order comes into force.

6) Deemed by-law

 This Order is deemed for all purposes, except the purposes of section 24 of the Act, to be and to always have been a by-law passed by the council of the City of Cambridge.

