



# COUNTY *of* ANNAPOLIS

NATURALLY ROOTED

## Cornwallis Park

SECONDARY PLANNING STRATEGY

DATE: FEBRUARY 19 2025

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## Overview – Secondary Planning Strategy Administration

**PURPOSE** - The Secondary Planning Strategy (SPS) is a policy document of the Municipality of the County of Annapolis that establishes the community vision, goals, and land use policies for guiding and managing orderly growth and development within the community of Cornwallis Park. This Plan and the associated Land Use Bylaw (LUB) are enabled by, and are consistent with the *Municipal Government Act*, particularly Parts 8 and 9.

**DOCUMENT ADMINISTRATION** - The Planning Strategy document and Land Use Bylaw are structured in a numerical manner to facilitate user friendly reference to different parts of the documents.

**DEVELOPMENT OFFICER** - The day to day, and overall administration of the Secondary Planning Strategy and Land Use Bylaw, resides with the Development Officer(s) appointed by Municipal Council.

**POLICY STATEMENTS** - Policy Statements, often referred to as policies, are expressed throughout various sections of the Strategy, and are identified by a bolded font **Policy** and associated numerical reference, followed by italicized text outlining the policy statement wording.

**LANGUAGE** - The policies of this Plan are written to be as clear and precise as possible. In this Plan, the word 'shall' for example, takes the imperative, and indicates a duty to act. The word 'may', takes the permissive, and indicates permission to act, where such action becomes discretionary.

**EFFECTIVE DATE** - The Secondary Planning Strategy and implementing Land Use Bylaw for Cornwallis Park shall come into effect upon approval of the Nova Scotia Minister of Municipal Affairs & Housing, and on the date that a notice is posted on the Municipality's website, informing residents and the public that the updated and revised planning documents are in effect.

## Part 1 Introduction

### SECTION 1.1 INDIGENEOUS LAND ACKNOWLEDGEMENT

#### Policy 1.1 MI'KMAQ RECOGNITION POLICY

It shall be the Policy of Council to acknowledge that the community of Cornwallis Park is in Mi'kma'ki, the ancestral and traditional territory of the Mi'kmaq People.

### SECTION 1.2 ROLE OF THE SECONDARY PLANNING STRATEGY

This Secondary Planning Strategy (SPS) represents a comprehensive review of how the community of Cornwallis Park may be shaped and developed for not only the next five-to-ten-year period, but into the longer future. This SPS expresses policy statements as a bylaw document of the Municipality of the County of Annapolis. The Strategy conveys the manner that land in the community is intended to be used, at what density buildings are to be placed on the land, and the strategic actions that Council may utilize to manage change. It also establishes criteria for evaluating and considering approval of new development submissions that seek to develop land, to revise the intended use of land and/or increase the permitted intensity of land uses.

The Plan is supported by the Future Land Use Map (FLUM), attached as **Map 1**. The FLUM identifies the intended land use for all property located within the community. This SPS is accompanied by the Cornwallis Park Land Use Bylaw (LUB) and its associated maps, that define and convey the regulatory rules for implementing the Plan.

For Cornwallis Park, sustainable planning principles are intended to be the guidelines for the policy statement direction of the Secondary Planning Strategy.

Upon its adoption by Council as a Bylaw, the Secondary Planning Strategy becomes the legal mechanism to express the land use planning goalposts to manage land and building development within the community of Cornwallis Park. The Plan is deemed to be a living document that is reflective of the changing circumstances, needs and desires of the community. Revisions to the Strategy may be considered by Council as amendments to the Plan.

#### PLAN ADMINISTRATION POLICIES

**Policy 1.2.1** *Council shall utilize the Future Land Use Map (FLUM) as Map 1 attached to the Secondary Planning Strategy to identify the land use designations for all property located within Cornwallis Park.*

**Policy 1.2.2** *The effective date of the Secondary Planning Strategy and the Land Use Bylaw shall be deemed by Council to be that date when a notification is posted on the Municipality's website and informs the public that this Secondary Planning Strategy and Land Use Bylaw is in effect.*

**Policy 1.2.3** *Early review of the Secondary Planning Strategy and Land Use Bylaw may be undertaken by Council should an unanticipated community change and/or a significant increase or decrease in residential development activity and population growth occur.*

**Policy 1.2.4** *A review of the Secondary Planning Strategy and Land Use Bylaw shall occur five years after the effective date of the Strategy to determine the relevancy of existing Policy statements and regulatory provisions of the Bylaw, and a more comprehensive Strategy and Bylaw update shall occur no later than ten years after the effective date of adoption of the Secondary Planning Strategy and Land Use Bylaw.*

**Policy 1.2.5** *All updates of the Secondary Planning Strategy and Land Use Bylaw that entail amendments shall include opportunities for public engagement and consultation as prescribed by the Municipal Government Act.*

### 1.2.1 LEGISLATIVE AUTHORITY

This Secondary Planning Strategy (SPS), its companion Land Use Bylaw (LUB), and accompanying maps, have been prepared in accordance with the provisions of Nova Scotia *Municipal Government Act* of the Statutes of Nova Scotia, 1998, and as amended.

### 1.2.2 PLAN CONTENT

*Municipal Government Act (MGA)* identifies the mandatory and permissive content to be included within Municipal Plans – Cornwallis Park Planning Strategy has adhered to this provincial direction.

Policy Statements comprise the backbone and the most significant content of the Cornwallis Park Secondary Planning Strategy. *Municipal Government Act* requires that at a minimum, Policy Statements must be included within the Planning Strategy with respect to the applicable land use categories. The Policy Statements of Council for managing land are integrated throughout the Strategy's discussion on the varied land use designation categories, and in conjunction with the Future Land Use Map. Many Policy Statements are mandatory, but by allowing a level of Council choice in the permissive nature of a number of other Policy Statements, governance flexibility and efficiency is achieved.

The text discussion content of the Planning Strategy is varied and includes background and supplemental information to the Policies. The background discussion areas are of value as they illustrate the intent of the sustainable land use planning direction for Cornwallis Park to become a more complete community where residents have varied housing options, and increasing choices to work locally, shop, pursue recreation and volunteer, be close to nature, be entertained, and age in place, without continuing reliance on an automobile to leave the community to attend to their daily and longer term needs.

The background discussion of this Section outlines the physical setting of Cornwallis Park, history of the community, local demographics, current land use patterns, and varied emerging community planning questions. Statements of Provincial Interest are additionally provided. The concluding section of the document provides direction for implementing the updated Secondary Planning Strategy.

### 1.2.3 LAND USE DESIGNATIONS

Various land use designations are assigned within the Planning Area to identify how lands are proposed to be used during the next ten-year period. This planning direction of 'what land will be used for what purpose' as captured by the Future Land Use Map, represents the visual image of the Planning Strategy. Through the Policies, more detailed information is expressed for each land use designation category, and within the Land Use Bylaw, the actual permitted uses of land, their building form and function, and the density of use, are identified for each zone category.

Land Use Designations of this Municipal Plan are outlined as follows:

Neighborhood (NH)

Mixed Use Centres and Corridors (MUC)

Commercial (C)

Industrial (IND)

Public Use (PU)

Parkland Open Space (POS)

### 1.2.4 LIMITATIONS OF THE PLAN

It is acknowledged that the adoption of the Plan does not oblige Council to fulfill any or every expressed Policy statement, but Council will remain consistent with the intent of the Secondary Planning Strategy.

### 1.2.5 WHY THE NEW PLAN?

This newly updated Secondary Planning Strategy (SPS) represents the third version of a municipal land use planning policy direction for the community of Cornwallis Park. The initial Plan was formalized in 1999, and the second version came into effect in 2014.

Over the past ten years, the community has undergone significant change. While existing local employment generating industrial businesses are strong, commercial businesses have closed and today many of the former military buildings and lands are vacant. Given that these subject lands are fully serviced with water and sewer, and an existing road network, potential redevelopment of the former military site represents an opportunity for the community.

The revised Cornwallis Park Secondary Planning Strategy is a Secondary Plan to the recently updated County-Wide Municipal Planning Strategy. Cornwallis Park, like several other local communities, is deemed by Council to deserve more focused attention to address growth and development issues, than what the County Plan provides. As a result, Cornwallis Park has its own distinct Planning Strategy.

The value of the Secondary Planning Strategy for Cornwallis Park resides with the inherent opportunity for the entire community to embrace change and to utilize the Plan in charting its redevelopment pathway. The updated community planning approach seeks to serve as a conduit to help achieve new land and building success.

### 1.2.6 MARKET ELEMENTS OF SUCCESS

The Secondary Planning Strategy, and its companion Land Use Bylaw, is limited to establishing the rules of the ballgame for land and building development, and for creating an efficient municipal approval process for proposed new developments. Many land development and construction companies believe that one of the biggest barriers to increasing housing supply is that the municipal permitting processes are too complicated and take too long. It will be incumbent upon the Secondary Planning Strategy and Land Use Bylaw for Cornwallis Park, for municipal staff, for Council, and residents and businesses to be responsive to these concerns.

By supporting land designations for varied residential and other uses in the 'right' locations on the Future Land Use Map and allowing flexible zoning regulations to provide a framework that responds to municipal community building requirements, while at the same time being responsive to the development industry, growth and development in the community seeks to be a seamless process. Beyond the land use planning framework of the Plan, the influences of land, labour, and capital will be primary prerequisites for land development and building activity interest in Cornwallis Park.

In the current economic climate and the community's geographical distance from a major urban population base, it is crucial to establish partnerships. Showcasing Cornwallis Park to federal and provincial agencies as one of the key opportunities in Nova Scotia to address part of the issue of housing shortage and affordability is imperative. Liaising with private land and building development companies to explore Cornwallis Park's potential for affordable, accessible, market and socially inclusive housing, and encouraging local builders to participate represents another potential initiative. These partnerships will likely serve as the catalyst to initiate development momentum and provide investment confidence for the complete community remake. While the community can create a planning direction that supports and facilitates increased growth and development, positive change in Cornwallis Park will be largely dependent upon external factors, particularly the need for investors and developers to believe in the strength of the local market and being willing and able to finance growth projects.



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Despite the uncertainty of when and to what extent local development may unfold, the sustainable planning and complete community design concept for redevelopment represents vast potential for future developers and residents. The attraction of the former military site's existing infrastructure, and buildings for possible re-use, and other potential development lands in the community, allows for a planning direction that focuses on a diversity and varied densities of housing types that fit together as neighbourhoods to create a more walkable and pedestrian/bicycle friendly character. The mixed-use character of the residential, commercial and Institutional zone categories additionally provides flexibility and choice to land developers and investors, and increased shopping and services options for residents.

The community's more urban sense of place through a well-designed higher density residential development, complemented with neighbourhood commercial choices and an emphasis on parkland, all within a historic, rural, and oceanfront setting in the Annapolis Valley of Nova Scotia, are key locational attributes that bode well for attracting development interest to Cornwallis Park.

## SECTION 1.3 BACKGROUND DISCUSSION

### 1.3.1 COMMUNITY LOCATION



Cornwallis Park is one of several communities within the County of Annapolis. Situated within the western end of the Annapolis Valley, Cornwallis Park is located approximately mid-way between, and 15 km away from Towns of Annapolis Royal and Digby along Highway 1. Cornwallis Park's neighbour to the immediate west is the community of Deep Brook, and on its eastern flank is Clementsport. To the north is the Annapolis Basin, and to the south are rural lands fronting on Waldeck Line Road.

### 1.3.2 CORNWALLIS PARK PLANNING AREA

The Secondary Planning Strategy applies to all lands within the community of Cornwallis Park. This area, as identified by the following map illustration, shall be known as the Cornwallis Park Planning Area, or the Planning Area. Within the local Planning Area, Highway 1 in essence, bisects and divides the community into two geographical locales. On the north side of Highway 1 towards the Annapolis Basin, the peninsula shaped area is approximately 68 ha (168 acres) in area size. Beyond the vacant buildings along the highway corridor, the most visible landmarks are lands and military buildings of former CFB Cornwallis, well-established industrial manufacturing businesses, a former YMCA, a closed grocery outlet and vacant commercial floorspace, parkland/open spaces, an underutilized soccer field, an undeveloped rail corridor connector, a grid-like street network, a helicopter landing pad, a wastewater treatment plant, and the newly opened and accessible Annapolis Tidal Beach Park on oceanfront lands.

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Interestingly the lands of the peninsula are predominantly owned by three primary land entities, namely a major industrial business Acadian Seaplants, Annapolis Basin Development Society, and Commercial Basin Centre. These lands are augmented with the varied ownership of other lands and the Highway 1 vacant properties.

The community area to the south of the highway generally slopes in a southerly direction from Waldeck Line Road towards Highway 1. Outstanding views of the ocean waters of the Annapolis Basin, and to the forested North Mountain dominate the viewscape of these elevated lands.

This approximate 183 ha (452 acres) area includes privately owned residential homes, municipal parkland parcels, a regional elementary school, a floating dock assembly business, a water treatment plant and booster station, a proposed Hospice site, expansive hillside ocean views, and

extensive undeveloped forested vacant lands. A nature-based hiking trail called the Cornwallis Park Interpretive Hiking Trail, which is situated on private property owned by the Annapolis Basin Development Society, is located across from the water plant at 483 South Broadway Avenue. Ditmars Brook follows along a natural ravine flowing from the south to the north and is valued as a natural watercourse corridor. Beyond the privately owned residential housing properties, the school site, municipal parcels of land, and other land holdings, Annapolis Basin Development Society represents the largest and primary landowner within the southern portion of the community.

### PLANNING AREA POLICY

**Policy 1.3.2.1** *The Planning Area for Cornwallis Park shall be those lands identified by the map for the Planning Area, included with this Secondary Planning Strategy.*

### 1.3.3 HISTORICAL CONTEXT

It is important to acknowledge and document the historic past of Cornwallis Park within a community focused document like the Secondary Planning Strategy.

For thousands of years, our strong Mi'kmaq peoples were the original inhabitants of the local valley lands traditionally known as Kespukwik, and its primary river Te'wapskik, meaning "flowing out of high rocks". By 1605, French settlers arrived in the Annapolis area of what is now known as Nova Scotia, making it home to one of the earliest European settlements in North America. The Acadians established a trail system that connected their small communities, and this was later to become Highway 1. After the expulsion of the Acadians in 1755, the local area was resettled by New England Loyalists. Shipbuilding and agriculture became the prominent local industries. With the advancement of the railway, towns throughout Kespukwik, or the Annapolis Valley, flourished. Smaller rural communities, primarily based upon agriculture, forestry and shipping also developed.

Within the local context of today's Cornwallis Park, on the gently sloping lands rolling towards the Annapolis Basin, there were arable agricultural soils and in the 1930s, a prominent family estate home was built on the site now known as the James Horsfall Hall. Forest covered most of the more steep, southerly land base. By 1942, the Government of Canada recognized a need to train recruits for the Royal Canadian Navy effort during Second World War. With its favourable terrain and protected location, its predominantly undeveloped rural character, safe marine vessel moorage in Annapolis Basin, and direct railway access to Halifax and ship passage to Europe, today's Cornwallis Park was selected as a

navy training base. The lands were commissioned as HMCS Cornwallis, and the base was to become the largest naval training centre within the British Commonwealth. Street names of today like Corvette Drive, Spitfire and Lancaster Streets reflect this deep military connection.

By the end of the Second World War in 1945, more than 96,000 sailors had experienced HMCS Cornwallis. The Base closed in 1946 and was used intermittently over the next two decades for varied programs of military training. With the unification of the Canadian Armed Forces in 1968, the Base was reopened and renamed CFB Cornwallis. It played a prominent role over the next 25 years in training recruits for all three factions of the Canadian Forces until 1994, when the Base was permanently closed.

From 1994 to 2012, the world renowned Pearson Peacekeeping Centre operated in the community. Also of note, the HMCS Acadia Cadet Training Centre was located at ABDS from 1994 to 2023 with up to 1500 cadets in attendance each summer. This was suspended during the COVID-19 pandemic. Upon the CFB Cornwallis closure, the buildings, facilities, and lands of the former CF Base were offered firstly to the Government of Nova Scotia, and then to the Cornwallis Park Development Association (now named Annapolis Basin Development Society), a not-for-profit organization. The Association initially sold some of the site's military buildings and properties. The goal was to pursue economic stability in the local economy through the subsequent establishment of manufacturing and similar business operations on the former CFB site. Several businesses that established, grew and expanded, provided a base for employment and created a sense of optimism for the future. The Development Society has retained ownership of most other military buildings and properties and continues to own significant holdings of vacant land within the more southerly residential area of the community. Beyond the military base lands and buildings located to the north of Highway 1, in that area to the south of the highway, over 200 residential dwellings and 50+ condominium units, a hospital, a school and other facilities were built to support the CF Base personnel and their families.

One of the significant land use planning aspects of the over 50 years of military use of the Cornwallis Park lands was that an estimated 500,000 persons had been accommodated within the community. This equates to an average of 10,000 persons per year entering the community. The required infrastructure of roads, water, wastewater, parkland, housing, and associated buildings to support this density of development during this period of one-half century, serves as the backbone and physical layout of the built environment that predominantly characterizes the community of today.

In 1997, an important subdivision of land occurred. A legal survey created 189 water and sewer serviced residential lots, as well as three parkland parcels of approximately 4.8 acres. Approval of the subdivision allowed the former military married quarter's residential homes and condominium dwelling units to be individually sold on the open market. Some homes were purchased by former armed services members. As the homes transferred to private ownership, the character of a residential community began.

The name of Cornwallis Park for the community was formally adopted in the year 2000.

### SECTION 1.4 UNDERSTANDING THE COMMUNITY

Developing land use planning policies for a community entails understanding the developed and undeveloped lands of the Planning Area and appreciating the demographic characteristics of the local population.

Varied municipal mapping detail and other infrastructure background helps to understand the land base. The 2021 Census of Canada represents a reliable data source to provide a background profile of Cornwallis Park demographics.

#### 1.4.1 THE LAND BASE

The shape and size of the Planning Area boundary of Cornwallis Park may be characterized as a sloping rectangular body of land approximately 2.2 km in length from the north to south, and less than 1.0 km

wide from east to west. The land area of Cornwallis Park is calculated as approximately 2.51 square kilometers representing 251 hectares (620 acres). The topography of the community rises from the ocean waters southerly over an estimated distance of 2.2 km to an elevation of 150 metres on Waldeck Line Road. An approximate 15% slope topography characterizes the ravine Ditmar's Brook watercourse terrain of a portion of the forested, wilderness area to the south of the built-up residential locations. The developed area to the north on the other hand, has an approximate gradual slope of 2.5% from the Highway to the Annapolis Basin.

It is estimated that 40% of the community's land base has some level of land and building development. The remaining vacant land base to the south of the highway and established residential condominiums on South Broadway Avenue, has specific environmental sensitive features that require protection. However, select level areas and pockets of the vacant undeveloped lands within this area, and owned by the Annapolis Basin Development Society, possess the potential to serve as a location for future development within the community.

### 1.4.2 LOCAL POPULATION

The Census in 2021 identified the population of Cornwallis Park as 488, a growth increase of 12.2% from the 435 in 2006, and a 1.9% population change from five years previous in the Year 2016. Of the population, 35% are Individuals aged 65 years and over, 50% are the working age persons aged 20 to 64 years and 15% of the local population are the Youth aged 0 to 19. The median age of residents has gradually increased from 50.9 years of age in 2011 to 52.8 years in 2021. In other words, not enough new births are occurring nor younger residents moving to, and remaining in the community, to offset the aging of the local population. Over 98% reported English as their primary language spoken of which 12% acknowledged they had knowledge of French, and other Indo-European languages. It is noted that the North and South Lodges of the ABDS owned buildings have recently been used to provide temporary housing for immigrants from Ukraine and foreign workers, most of whom are enrolled to learn English.

The three biggest occupation types are in retail, manufacturing, and health care. Over 80% of local workers depend on an automobile to travel to their work destination, with commuting distances exceeding 15 minutes. More than 75% of all workers had commuting distances of 15 minutes or more to travel to their workplace. The 2020 income information also identifies a prevalence of nearly 21% of residents aged 18 to 65 years and older being deemed as Low Income. With respect to housing, there are 259 diverse residential dwellings units including single unit detached, duplex, triplex, fourplex buildings and apartments. Most of these residential buildings were built on or before the Year 1960. The average household size of the local population decreased from 2.1 persons in the Year 2006 to 2.0 persons per household in 2021.

### 1.4.3 WHAT IS GLEANED FROM THE DATA?

Community planning interpretation of the demographic data for Cornwallis Park suggests many strengths, but also identified varied community challenges such as:

- population is well educated, hardworking and of a relatively small household size;
- population growth is minimal;
- unemployment rates are of concern, as is the prevalence of many low income earners;
- high number of residents spend more than 30% of their income on housing;
- increased level of more affordable rental housing choices is needed;
- many will require smaller footprint, ground level and accessible housing choices; and,
- enhanced recreational amenities and programming should be considered for youth.





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the Cornwallis Park site and accompanying design guidelines. The Master Plan which has been approved by the Board of ABDS, captures a thorough development concept for their lands and buildings.

The proposed lands for development owned by ABDS, and as captured by the Fathom Master Plan are illustrated by **Map 2**, above.

The Master Plan identifies an urban approach of providing for a diverse range of approximately 450 residential housing units through a three-phase development. Street infrastructure and parkland upgrades are proposed.

Design guidelines to influence the form and function of the residential community, seek to create a walkable, affordable, and complete community character for the redeveloped lands and buildings.

Consideration of the Fathom Studio Master Plan recommendations will be an important component of the Municipal Plan update.

It is emphasized however that the Secondary Planning Strategy for Cornwallis Park is intended to serve the entire community, not only the ABDS owned lands and buildings. Further growth within the established residential neighbourhoods, within the employment generating industrial business lands, within the commercial sector, and with parks and open spaces, is advanced through the Planning Strategy.

**Policy 1.5.3.1** *Council may utilize the ABDS Cornwallis Park Master Plan, as a planning reference document to support and inform the Secondary Planning Strategy.*

**Policy 1.5.3.2** *Council may consider the Community Design Guidelines of the ABDS Cornwallis Park Master Plan as additional reference information to the design provisions of the Land Use Bylaw, to consider the site, building, landscaping, parking, and signage improvements proposed for land development sites currently owned by Annapolis Basin Development Society.*

### 1.5.3 THE CHALLENGES

The primary challenge for potential re-development of the subject lands will be to acquaint and inform the larger development and investment community with what the community and the ABDS lands have to offer, and what types of residential and other development opportunities that the Secondary Plan and Land Use Bylaw encourage and support.

The intent is to provide confidence to the market audience of investors and developers for opportunities of achieving economic success through growth projects within Cornwallis Park.

## SECTION 1.6 EMERGING COMMUNITY PLANNING QUESTIONS

Cornwallis Park needs a comprehensive land use direction for sustainability and success. Will residential growth and expansion provide the short-term base strength in population numbers to support viability of re-opening of the Basin-Centre commercial base, and how will employment generating businesses continue to be an ongoing and important facet of Cornwallis Park's land use future? How can parks and open space improvements take place to support current and new residents' active lifestyles? What new and expanded public amenity spaces will add to the livability and local quality of life?

There are also questions about whether a new fire hall, a library and community centre should be planned to support new growth? And what financing opportunities are available from land and building development to help fund these expenditures? What is the most efficient approach for supporting effective design consideration of proposed new developments and for the inclusion of improved streetscape features of trees, lighting, and rest benches, to enhance the character of the community?

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The social planning spectrum of the low-income residents of the community, those who are having difficulty affording rental accommodation, those with food security challenges, and with residents requiring more accessible homes, all become part of the larger equation of how the community should evolve.

Considerations of climate change, sea level rise and storm surges are becoming more relevant.

For the Cornwallis Park community, many indicative land use questions as expressed by the aforementioned, and with those that follow, need to be considered through a lens of sustainable planning:

*What natural areas and sensitive environmental features need to be protected; how will we respond to more intense and more frequent storms of greater duration; is there a forest fire interface risk on vacant lands in the vicinity of the Normandy Road area; how do we maintain our drinking water supply; where and what type and density of residential housing is needed; what approach should be taken to encourage rental and more affordable housing; what types of public benefits and amenities should be generated from new housing developments; how do we interface employment generating businesses with proposed residential growth; how could we address truck movement conflicts with residential traffic; where are the preferred locations for potential commercial neighbourhoods, for safe pedestrian walking routes, and for public gathering places; how do we design our buildings, our streets and our public spaces; and how do we manage community character through change?*

### SECTION 1.7 PUBLIC ENGAGEMENT

In accordance with Section 204 of the *Municipal Government Act*, the Secondary Plan preparation process reached out to the local community in numerous ways to encourage participation and to hear views from residents, business owners and others. Additionally, Policy 113 of the County's Policy and Administration Manual for Public Participation establishes a consultative process on which public engagement for this secondary planning document is based.

Cornwallis Park residents and interested parties participate in community planning through various committees, open public meetings, and additional engagement and consultation opportunities. Additional public engagement and consultation opportunities will also be available.

The program to engage and consult with the public concerning the preparation and amendment of land use planning documents was based upon early conversation with local residents and ongoing sharing of draft planning documents through social media forums, through advertisement of pending public meetings on community planning issues within local print newspapers, and through public information sessions hosted by the municipality. The municipality accepted written and postal mailed comments from the public, as well as email correspondence, and from comments expressed at public information meetings, as the ways and means of seeking the opinions of the public concerning proposed planning documents.

The following summarizes the key community engagement activities:

- Initial Community site visits, familiarity drives and conversations with individuals such as county staff and hikers on pedestrian trails;
- Several meetings and site visits with Annapolis Basin Development Society representatives;
- On site conversations with Acadian Seaplants and Foamworx, and other industrial businesses;
- Discussion with Basin Centre staff and site visit of former YMCA building;
- Dialogue and ongoing meetings with Cornwallis Park Area Advisory Committee;
- On-site meetings and/or communication with external agencies of Public Works, the local fire chief and Agriculture, and organizations representing the Harvest Moon Trail;
- Public Open House session for all residents of the community;
- Public participation to discuss and review proposed new Secondary Planning Strategy and Land Use Bylaw.

## SECTION 1.8 SHARED COMMUNITY VISION

A Community Vision Statement is intended to capture the thoughts and aspirations of local residents, business persons, community groups and others for their view of the future of their community.

The proposed Cornwallis Park Vision Statement is outlined as follows:

***“Cornwallis Park: A welcoming community in which residents have progressive opportunities to live, work, shop, play and volunteer in a sustainable environment – all within a positive lifestyle.*”**

There are several keys to a community vision statement. Firstly, it is important for residents and others to be able to visualize the Vision, and in so doing, work towards what was seen. As significant is the need to establish a roadmap to define how to achieve the Vision. The Guiding Principles and their inherent associated goals that follow provide this sense of direction.

## SECTION 1.9 GUIDING PRINCIPLES

Guiding Principles provide the values and parameters to influence the intent and message of the Secondary Planning Strategy. The following discussion explores seven guiding principles, and their companion goals and objective considerations, that influence this Plan update for Cornwallis Park.

### 1.9.1 SUSTAINABLE CORNWALLIS PARK

The Secondary Planning Strategy is committed to meeting present and short-term needs of Cornwallis Park without compromising the ability of future generations to meet their own needs. Land use designations on the Future Land Use Map have been identified based on the intended highest and best use of that land for current residents and landowners, and for the community of the future. When future land development proposals are submitted, they are intended to be viewed, in part, through a lens of asking whether our decisions of today will limit future choices for land use.

Sustainability will be achieved through involvement with residents, community groups, and development and business community, to address a range of economical, social, environmental, and other local well-being considerations. How to address climate change becomes another important planning consideration. The Municipality’s future sustainability policies seek to focus on the integrity of the land base and supporting infrastructure servicing, and in support of improved livability, safety, health and well-being for all members of the community through a responsive and pragmatic land use planning direction.

This will also involve the following goals and objective considerations:

- Economically efficient use of the land base;
- Attention to the needs of the local population in unison with proposed building and land development;
- Understanding local impacts of climate change and what mitigation/adaptation options are available;
- Facilitating ongoing community conversations on sustainability and climate change.

### 1.9.2 ENVIRONMENTAL STEWARDSHIP

Residents place high value on the natural environment and the aesthetic views from the established residential neighbourhoods. Cornwallis Park will achieve environmental sustainability in part by protecting and enhancing natural environments and ecosystems, maintaining views that are special, retaining and preserving treed locations and respecting the coastline. Providing opportunities for the community to work towards becoming more carbon neutral is required.

Environmental sustainability will involve the following goals and objective considerations:

- Identifying, designating and protecting environmentally sensitive lands upfront, to provide certainty to developers and others of what lands need to be preserved and what lands can be developed;
- Appropriate management and user-education of natural areas;



- Continued supportive dialogue with ABDS to allow public use of the Ditmar Brook trail system;
- Custodial care of our coastal shoreline;
- Managing the interface of our developed and forested areas;
- Supporting local community garden organizations and initiatives;
- Encouraging all residents, businesses and organizations to become more environmentally sustainable;
- Pursuit of “green” technologies that use fewer non-renewable resources;
- Consideration of green initiatives such as more energy efficient homes and new buildings, limiting the extent of impermeable surfaces on new development sites to facilitate rainwater adsorption, and installation of electric vehicle charging stations; and,
- Becoming more cognizant of the local influences of climate change, and adaptation strategies.

### 1.9.3 ECONOMIC VITALITY

Cornwallis Park residents need economic sustainability so they can raise families and live here for the long term. This means there will be a need to continue to support existing employment generating businesses and to additionally provide for an expanded land base for business park types of employment uses. Current and future residents also require a more comprehensive commercial inventory of floorspace for shopping, personal service needs, dining, and entertainment.

The Secondary Planning Strategy seeks to encourage the growth of a more healthy, diversified, and sustainable local economy through the following:

- Supporting increased residential densities to provide population base for commercial growth;
- Developing policies to support business growth and designating land to attract new employment;
- Exploring opportunities of high-tech business growth within business park employment lands;
- Taking advantage of existing municipal infrastructure and road network services;
- Supporting the planning concept of innovative tourism and business use of Champlain Hall;
- Working towards a public gathering place and commercial centre at the waterfront;
- Maintain parks, trails, and pathways to support the local school, to attract new residents and business;
- Encouraging re-opening and strengthening of the Commercial Basin Centre building site; and
- Improving safe truck traffic access and egress to existing businesses.

### 1.9.4 SOCIAL STRENGTHS

The residents of Cornwallis Park need services that will allow them to spend their days and live in a safe, healthy and socially content manner. The Secondary Planning Strategy seeks to identify the infrastructure and allowable land uses that need to be supported to achieve an elevated level of community social sustainability and sense of place through the following:

- Recognizing the sizeable local population that is aging and individuals deemed low income;
- Encouraging further health care and social services providers to locate within the community;
- Supporting the Cornwallis Park Community Association in the wide range of recreation, social and cultural program opportunities and events they provide;
- Maintain, enhance and develop new and safe walking trail linkages throughout the community;
- Pursue development of a wide range of residential choices and options for all ages and abilities, household types, and financial capabilities;
- Provide a range of housing and active lifestyle activities that are appealing to young families;
- Encouraging a wide range of commercial shopping, restaurant and entertainment choices;
- Adhere to planning objectives to become a complete community where people can ‘age in place’;
- Support the creation of more community volunteer organizations; and,
- Encourage land use and other opportunities for residents to connect with each other.

### 1.9.5 COMPACT AND COMPLETE COMMUNITY

Community planning efforts to grow and develop in a more complete manner have been pursued in other locations of Canada such as British Columbia for well over thirty years. This town planning initiative originated following explosive 1970s and 1980s growth in primarily residential suburban communities. While new residents of more affordable suburban housing had a place to sleep, they were commuting vast daily distances to work, to shop, and to play.

The preferred community model is to become more complete by having a balanced inventory of residential homes, of local employment opportunities and shopping choices, of varied active and passive parkland and open spaces, with varied volunteer, cultural and recreational organizations, and complemented by other amenities to strengthen community vitality and character.

Environmental, economic, and social sustainability principles have the optimum opportunity for success in Cornwallis Park if infill development properties, vacant lands and existing building re-development, and future residential expansion locations evolve in a more coordinated, orderly and compact complete community fashion where the everyday needs of residents can be met locally.

The Secondary Planning Strategy seeks to work towards a more complete community in the following ways:

- To designate a mix of land uses for the ABDS lands and for other locations of the community;
- To provide for a range of residential densities to allow for economically efficient use of land;
- To facilitate planning for a choice of housing types and sizes, and for a range of income levels;
- To achieve more affordability in local housing through densification and varied housing types;
- To support higher density residential housing forms where feasible and appropriate;
- To pursue additional employment generating land areas and commercial shopping locations;
- To embrace design guidelines within the Land Use Bylaw for building and site development;
- To establish walkable streets, decreased automobile use, and safe bicycle options;
- To improve amenities of neighbourhood and park sites, and to continue working with the ABDS to maintain existing trails;
- To work towards a connective coastal walking trail; and,
- To focus on enhancing the quality of life for Cornwallis Park residents through clustering of housing and services to support them, and in the provision of active lifestyle experiences with nature.

### 1.9.6 DISTINCT CHARACTER

Many residents choose to live in Cornwallis Park because of its relative affordability, and its small town, friendly atmosphere. Others are attracted to the community's historical connection with the armed forces. Still others move for the outstanding views and proximity to workplaces.

The Secondary Planning Strategy strives to protect and enhance the character that has attracted residents to the community through the following:

- Blending proposed development on the ABDS lands with the existing residential community;
- Embracing change while retaining Cornwallis Park's unique historic, social and cultural past;
- Discouraging infill residential developments that are out of character with existing areas;
- Encouraging the retention of view corridors of existing residential areas to the Annapolis Basin;
- Utilizing a plan review of proposed developments of density to ensure good community design;
- Maintaining an interface separation between existing industrial uses and with new residential housing;
- Promote Cornwallis Park as a unique community that differentiates itself from a former CF Base, to accentuate the community's outstanding locational attributes and views, access to nature, affordability, small town feel and as a community with a redevelopment approach for its future.

### 1.9.7 WORKING TOGETHER

Cornwallis Park recognizes that engaged citizens and collaboration with others are essential to establishing a sustainable community and will continue to establish those relationships through active interaction with stakeholders including local and external agencies.

### SECTION 1.10 GOALS

The outlined seven Guiding Principles, just discussed, establish the footprint for the Municipal Plan to identify more specific and targeted priorities for the community. The Policy Statements of the Plan are collectively framed to respond to, and address, these priorities.

The priorities, expressed as Goals, may also inform Council on potential budgeting with respect to parks and recreation program initiatives, traffic circulation and other engineering works, beautification projects and other expressed community needs.

The seven specific Goals for the Secondary Planning Strategy are the following:

**Goal 1** - To serve as the sustainable direction for Council to generally follow in making decisions on land use and managing new residential, commercial, mixed use, industrial and other complete community elements of growth and development within the Planning Area.

**Goal 2** - To pursue economic efficient utilization of the land base with new proposals.

**Goal 3** – To pursue increased density of residential development to facilitate opportunities for more affordable housing, including well-designed multi-unit housing types, single level homes, accessory residential units, and cluster developments.

**Goal 4** – To retain and improve public open space, connective pathways and public amenity features through new developments.

**Goal 5** - To improve municipal infrastructure, including road and pedestrian mobility networks, through development approvals, to ensure safe and efficient traffic and other modes of mobility movements within the residential/industrial interface, and throughout the community.

**Goal 6** - To provide for new commercial and employment generating business growth through new land use designation locations, and to continue the land use pattern of Broadway Avenue and Tribal Street to Highway 1 for industrial uses.

**Goal 7** - To maintain community character and enhance the appearance of Highway 1 corridor.

### SECTION 1.11 PROVINCIAL STATEMENTS OF INTEREST

*Municipal Government Act* requires that community planning documents be reasonably consistent with five areas of interest, namely: drinking water supplies, flood risk areas, agricultural land, infrastructure, and housing. Cornwallis Park Secondary Planning Strategy update adheres to the five Statements of Provincial Interest, in the following manner:

#### 1.11.1 DRINKING WATER

A protected water area, known as the Lake Cady Watershed, and located to the south of the Cornwallis Park planning boundary, and situated entirely within the jurisdiction of the County of Annapolis, serves as the drinking water source for the local community. Cornwallis Park receives its water from the Lake Cady head pond via a 10.8-kilometre raw water utility main.

The Lake Cady Watershed was legally enacted in 1965 by the Nova Scotia Water Authority, pursuant to Section 16 of the 1963 Water Act. Council approved the Lake Cady Source Protection Plan in 2015. The

Plan represents a comprehensive management approach to protecting and preserving the integrity of the Watershed's water. This watershed is now protected under the Annapolis County Land Use Bylaw.

Municipal Engineering and Operations staff oversee the water delivery distribution system to the community, as well as the Water Treatment Plant located within Cornwallis Park. Regular water source monitoring, inspections and testing are undertaken by municipal water utility staff, and system component upgrades occur as part of the County's Capital Plan.

**Policy 1.11.1** *It is the policy of Council to protect the integrity of Lake Cady Watershed and its water supply and distribution system to provide safe drinking water for residents and businesses of Cornwallis Park.*

### 1.11.2 FLOOD RISK

The primary natural water corridor within Cornwallis Park is named Ditmars Brook. The Brook flows in a southwesterly direction towards the western boundary of the Planning Area before it flows under Highway 1 within a culvert system to outfall in the waters of the Annapolis Basin. A second watercourse, unnamed, flows northerly from the upland properties located outside of Cornwallis Park's Planning Area, and through an extended culvert system under Hillside Drive and continuing under Highway 1, until it comes to property owned by Acadian Seaplants.

While insufficient water volume flow has historically been generated from either Ditmars Brook, or the unnamed watercourse, to be of flood risk, a recent storm event identified the need for the size of the culvert under the westerly end of Highway 1 to be increased, and replaced. Ditmars Brook and the open sections of the secondary stream are protected through environmental development setback requirements of the Land Use Bylaw.

At the current time, no waterways within the Cornwallis Park Planning Area have been identified as a designated flood risk area under the Canada-Nova Scotia Flood Damage Reduction Program. The community's water frontage is to the waters of the Annapolis Basin, a detached water body from the open ocean waters of the Bay of Fundy. Sea rise predictions for Annapolis Basin to the year 2100 anticipate less than a 0.5 metres (1.64 ft) height increase. Predictions for nearby Annapolis Royal anticipate a sea level rise of nearly 0.9 m (3 feet) by the end of the century.

It is acknowledged that any level of sea rise increases the vulnerability of coastal property and infrastructure to flood damage from storm surge. The Secondary Planning Strategy advances a building development setback requirement from the high-water mark of all water bodies such as the Annapolis Basin according to the type and density of the adjacent use of the land. New building development will additionally be encouraged to consider and provide for a minimum Flood Construction Level (FCL) elevation on lands near the Basin waters.

Guidance from the Province on coastal protection will seek to additionally minimize flood risk factors.

### 1.11.3 AGRICULTURAL LAND

While early historic records indicate there may have been a degree of arable lands within Cornwallis Park where the former CFB Cornwallis Park was constructed, the built environment of the military structures, underground infrastructure services and an extensive network of paved roads have negated opportunity for viable agricultural activity.

Nonetheless, Agricultural cultivation is a permitted main use in the Community Development and the Industrial Zones. There are varied existing agricultural initiatives currently occurring within the community. Acadian Seaplants, the largest industrial employer, operates a small agricultural research nursery to test their soil nutrients. A neighbourhood volunteer community garden has developed roots off Brig Lane. Accessory agricultural uses have been encouraged and have previously occurred at the industrial processing operation on Waldeck Line Road. Accessory household gardens are also permitted in all

residential land use zones. This plan supports the Agricultural uses in these zones if they desire to operate.

**Policy 1.11.2** *It is the policy of Council to enable agricultural uses within the permitted zones in the Land Use By-law*

### 1.11.4 INFRASTRUCTURE

The County of Annapolis owns, operates, and maintains varied engineered infrastructure services of the internal road network, water distribution and wastewater collection systems, water and wastewater treatment plants, and booster pumps to support Cornwallis Park. Infrastructure capital expenditure improvement upgrades, repairs and system component replacements occur on an annual basis.

The proposed development concept for Cornwallis Park is economically efficient growth patterns of more dense development on lands with existing services. Municipal Operations information conveys that the water and wastewater treatment facilities have excess capacity to support the projected potential increase in residential density growth. Upgraded road improvements, sidewalks, street lighting, street furniture, new onsite water and sewer servicing and offsite deficiency infrastructure that result from growth proposals will be the responsibility of the developer.

### 1.11.5 HOUSING

The Secondary Planning Strategy respects the right of every individual to have safe and affordable housing. This Plan intends to broaden the opportunity for more diverse, affordable and innovative forms of housing as part of the land use planning direction for the re-development of the ABDS lands and buildings, and for other development sites throughout the planning area. Proposed new single-unit detached compact homes on small lots, accessory residential dwellings of secondary apartments and backyard suites, attached two-unit dwellings, and well-designed medium density townhouses and higher density condominiums/apartments are permitted through the Land Use Bylaw. Manufactured homes are viewed as a viable housing form within the vacant land areas of the south portion of Cornwallis Park in a land use community type of tenure.

Housing affordability, considerations of enhanced accessibility, a focus on housing for all who need, and a greater inventory of rental accommodation, will add to local housing diversity and choice.

## SECTION 1.12 REGIONAL COOPERATION

Sustainable community planning recognizes that a strong and healthy regional environment and economy, provide strength and opportunity to local communities within the larger region. Cornwallis Park derives many of its employees for its local businesses from the regional area. Many residents drive to employment located outside of the community. This synergy is positive and supportive to help Cornwallis Park grow and potentially attract more regional individuals to live and work locally. Effective dialogue with Bear River First Nation, regional cooperation with Regional Centre for Education, adjacent municipalities and rural communities, Provincial/Federal Ministries and Departments representatives, Kings Transit, and community social services providers will aid the community.

The Secondary Planning Strategy acknowledges potential impacts on neighboring communities, including increased traffic and noise, and dominance in the residential housing market. Council deems it important to consider the input of nearby communities and adjacent municipalities with regard to its planning direction, especially when adopting new Municipal Plans or making amendments to existing planning documents.

**Policy 1.12.1** *Council will strive to be proactive in establishing regional/provincial/federal and community area partnerships to support successful and sustainable growth and development for Cornwallis Park, and to maintain a healthy and strong larger regional area.*

## Part 2 Our Changing Environment

Community planning traditionally manages environmental issues by establishing horizontal natural separation distances for land development to setback from varied water bodies. We are now faced with risks of damage and destruction from sea level rise, coastal and watercourse flooding, storm surges, coastal erosion, steep slope landslides, forest fires, extreme temperatures, and an increasing intensity and duration of more frequent and severe weather-related storm events. Safeguarding infrastructure assets, maintaining public safety and the integrity of the existing and proposed new land and building developments in the face of this changing world serves as the baseline for responding to Climate Change effects, and preserving the natural and built environment. Various policy directives are identified to manage this sustainable planning approach.

### SECTION 2.1 CLIMATE CHANGE POLICIES

**Policy 2.1.1** *It shall be the intent of Council to recognize local climate changes and consider Climate Change adaptation and mitigation strategies for Cornwallis Park in the County's Capital and Operating Plans, as identified within the County of Annapolis' Municipal Climate Change Action Plan (September, 2013), and in response with other updated climate change policy and regulatory directives.*

**Policy 2.1.2** *It shall be the intent of Council to seek out private and community partnerships, and for new building developments above a designated density, to help fund and provide for the installation of new electric vehicle charging stations.*

**Policy 2.1.3** *Council shall be aware of the benefit and role of trees in improving local air quality, and the importance of the extensive forested tree canopy cover in the southern portion of the community; Council shall be supportive of new tree plantings in association with proposed land and building developments.*

### SECTION 2.2 ENVIRONMENTAL MANAGEMENT

Management of the sensitive features of the natural environment within Cornwallis Park require ongoing attention to preservation of the watershed and ravine system of Ditmars Brook, sustainable approaches to protecting the coastline of the Annapolis Basin, and retaining forested areas, historic trees and scenic views. The following policy statements reflect this intent.

#### Environment Management Policies

**Policy 2.2.1** *The Ditmars Brook watershed and other sensitive and valued natural areas of the area community shall be deemed as environmentally sensitive.*

**Policy 2.2.2** *The coastline in Cornwallis Park, adjacent to the ocean waters of the Annapolis Basin, shall be protected from land and building development.*

**Policy 2.2.3** *To maintain open and unimpeded scenic views to the waters of the Annapolis Basin, Council shall limit the maximum residential building heights in that area north of Haida and Tribal Streets.*

**Policy 2.2.4** *Council shall encourage retaining trees on all development sites whenever feasible, and the replanting of new street trees when land development occurs.*

**Policy 2.2.5** *Council may consider liaison and discussions with the Annapolis Basin Development Society, and with provincial and federal partners to fund a forest fire interface study and recommendations for landscape-level forest management within that natural forested area located within the south portion of the community to Waldeck Line Road.*

**Policy 2.2.6** *It is the intent of Council to integrate environmental management considerations into the land use planning and site/building design process for new development within Cornwallis Park.*



## SECTION 2.3 DEVELOPMENT CONSTRAINTS

Effective environmental management begins by identifying all areas of the land base that are deemed to be sensitive, valued, and hazardous, and precluding those lands from development. In this manner, certainty is provided to the community as to what lands are available for site and building development. Management of the environment also entails the development and implementation of regulations, standards, and requirements to preserve the identified natural assets, and to ensure the integrity of all current and new site and building developments will provide for the life safety of all new residents.

Management of the coastline entails focused attention. The Secondary Planning Strategy outlines that the construction of any proposed new building or the modification/change of use of an existing structure situated within 30 metres of the ordinary high-water mark of the Bay of Fundy be required to engage a qualified professional to certify that the building will not be at risk of damage from sea level rise, coastal flooding, storm surges and coastal erosion. With our changing climate, it is prudent for the County of Annapolis to take a cautionary approach in issuing building permits for developments near ocean waters.

The following policy statements identify varied constraints to development that arise from the need for effective environmental management.

### DEVELOPMENT CONSTRAINTS POLICIES

**Policy 2.3.1** *Except for those built residential areas near The Dingle neighbourhood and Brook Street where a 6.1 metre (20 feet) setback exists, it is the policy of Council in order to maintain the natural environment character and its critical storm water drainage function, to include within the Land Use Bylaw, a 30-metre (98.4 feet) setback requirement, from the top of the bank of the Ditmars Brook steep slope ravine system within the undeveloped forested southerly area of the community, for any form of adjacent residential, commercial, community development or employment generating land and building use development.*

**Policy 2.3.2** *It is the policy of Council to prevent flooding damage and erosion, to include within the Land Use Bylaw a 15.0 metre (49.2 feet) setback requirement from the top of the bank of the open and day-lighted sections of the unnamed brook located on the eastern portion of Cornwallis Park for adjacent all single unit residential uses; a 15.0 metre (49.2 feet) setback for all medium density residential and public use facilities; and a 30.0 metre (98.4 feet) setback for all commercial and light industrial uses.*

**Policy 2.3.3** *It is the policy of Council that all new development, and modifications to existing structures, adjacent to the coastline of Annapolis Basin be setback a minimum of 30 metres (98.4 feet) from the ordinary high water mark of the ocean waters, and where the ordinary high water mark is not easily identified, the setback distance shall be taken from Top of Bank, and that for any proposed developments wishing to build, or modify an existing structure, within the 30 metre setback area, that a qualified professional be engaged by the proponent to certify that building structures closer to the ocean waters will be safe from risk of damage from potential sea level rise, coastal flooding, storm surges, coastal erosion, and further that the qualified professional provide recommendations to site development requirements such as minimum flood construction levels for building floor elevations, underground parking, innovative approaches such as wet-flood proofing, and natural shoreline vegetation restoration and new plantings.*

**Policy 2.3.4** *Council shall seek to minimize impacts to the aquatic environments of watercourses, wetlands and ocean waters, including where deemed necessary, by adhering to Best Practice guidance documents for land development.*

**Policy 2.3.5** *Where deemed necessary, Council may consider the requirement for erosion management and sediment control plans for land alteration activities.*

## Part 3 Neighborhood Designation

The opportunity to redevelop the Annapolis Basin Development Society lands and buildings represents a unique situation. Other former military bases across Canada such as in Ottawa, Winnipeg and Chilliwack have achieved significant success through the implementation of well-designed, compact, and sustainable residential communities. While Cornwallis Park is not located near a metropolitan urban city like many former military bases to generate immediate local market interest in new housing, the Secondary Planning Strategy aims to create a diverse range of housing types and densities within an existing serviced area.

The residential planning direction for the ABDS lands was informed by the Master Plan concept for Cornwallis Park recently prepared by Fathom Studio in 2023.

The Cornwallis Park neighbourhoods have historically had single unit homes on lot sizes ranging from 465 sqm (5000 sf) to 3758 sqm (12,000 sf). Integrated into several residential neighborhoods were attached duplex and row house dwellings with an average lot area of 344 sqm (3700 sf). For some of these housing forms, narrow lot frontages of 9m to 12m (30 to 40 feet) were created. The Harbour View Crescent condominium project increased density, making the community's built form more dense than single unit homes.

The Secondary Planning Strategy's sustainable objective is to utilize the limited supply of the ABDS site, and the latent potential of other development lands in the community, in an economically efficient, more dense and varied, and complete community fashion.

The Neighbourhood designated areas, and the flexible residential land use options provide for a substantial land inventory for residential growth and development. As residential population expands, interest in commercial and other land use sectors results.

### SECTION 3.1 GROWTH MANAGEMENT

Population growth from the intended new housing will help to facilitate opportunity to upgrade the current network of streets and underground infrastructure, to elevate the appearance and safety of the streetscape with trees and sidewalks, to improve neighbourhood park sites, to work towards completion of the Harvest Moon Trail (i.e. former railway line), to support consumer demand for expanded neighbourhood commercial shopping, to nurture new employment niches, and to strengthen the overall character and sense of place of the community.

However, community growth needs to be tempered. While new growth generates an expanded taxation base for the County, there is a cost of growth. As residential population expands, the need for fire, police and emergency services increases, additional infrastructure maintenance is required, and park and other community amenity improvements become necessary.

Sustainable planning identifies that growth needs to pay its share of the impact it has on new community responsibilities. There is a further need to ensure the design and fit of new buildings, and the development of new streetscapes and neighbourhoods, improves the livability and quality of life of residents of the community. Each new subdivision of land and/or construction of townhomes need to complement each other and represent compatible building blocks to the complete community that is envisioned. None of the development projects should be of the "one and done" mode.

This balancing of encouraging growth and development while managing change in a planned manner, represents the theme of the neighbourhood policies that follow in this Section. The varied types of residential housing choices, their permitted density and designated locations begin the discussion.



## SECTION 3.2 COMMUNITY PERSPECTIVES ON HOUSING

Good site and building design guidelines can achieve a very livable, accessible, affordable, and walkable neighbourhood character with higher density housing if accompanied by trees, greenery, site landscaping, improved park and trail open spaces, and new public amenities. The Land Use Bylaw includes site, building and landscaping guidelines and requirements to help manage the design appearance of new developments. The Fathom Studio Master Plan Community Design Guidelines for ABDS lands, provide further detailed background on site and building design considerations.

The Secondary Planning Strategy offers a residential community building direction of single unit detached homes, complemented with a diverse array of medium and higher density residential options.

The following policy statements capture the general flavour of the housing strategy for Cornwallis Park.

### GENERAL HOUSING POLICIES

**Policy 3.2.1** *It is the intent of Council to encourage and support a more diverse and more dense form of varied housing types in Cornwallis Park to achieve goals of sustainability, affordability, accessibility, ability for residents to age in place, and to help build a stronger and more complete community.*

**Policy 3.2.2** *It is the intent of Council to have included with the Land Use Bylaw, provisions for varied housing options that include compact lot single unit detached homes, modular homes, duplexes, three and four dwelling attached housing, accessory residential choices, rowhouses, townhouses, condominium, and apartment residential forms, and where viable within the undeveloped southerly portion of the community, manufactured and mobile homes may be permitted by Development Agreement within land leased communities.*

**Policy 3.2.3** *It is the intent of Council to encourage infill residential development where appropriate within established residential neighbourhoods.*

#### Maintaining Regular Lot Line Configurations

**Policy 3.2.4** *Wherever feasible, new residential lots created through subdivision shall maintain regular lot line configurations.*

#### Servicing Requirements

**Policy 3.2.5** *All new residential dwellings, and development projects of townhouses, apartments, and condominiums, shall be fully serviced with municipal water, sanitary sewer, and storm water drainage; shall have frontage access to a municipal road; and shall provide all parking requirements to support residential uses within the property boundaries of the development.*

#### Building and Landscape Design

**Policy 3.2.6** *It is the intent of Council through the Land Use Bylaw, to ensure that all new Low, Medium and Multi-unit Residential developments are of high design standard.*

**Policy 3.2.7** *To ensure that residential design standards are met, it is the intent of Council to require that all subdivision and/or development permit applications for Medium Density and Multi-unit Density residential developments, be submitted to the Municipality for review, evaluation and approval, including detail on site layout, building facade and elevation drawings, and landscape design plans.*

#### Planning with Nature

**Policy 3.2.8** *Development applications submitted to the Municipality to pursue residential subdivisions and/or building developments shall be encouraged to plan site developments in a compatible fashion with the natural attributes of each site, by minimizing changes to the natural contours of the land, by retaining*

existing trees and natural vegetation wherever feasible, planting new on-site trees and landscape shrubbery, and providing for new street tree plantings on streets adjacent to the development site.

### Neighbourhood Design

**Policy 3.2.9** Council shall consider the preferred neighbourhood design character of new residential development on the ABDS owned lands, and on other development sites in the community, through support for the following neighbourhood design guidelines:

- Developing varied streetscape design through the Land Use Bylaw provisions for building design, landscaping and street tree plantings;
- Requirements for new sidewalks, where applicable, to ensure safe and convenient pedestrian access;
- Provisions for 1.5 m (4.9 ft) wide bicycle lanes, where applicable, on new local streets;
- Installation of special entry signage, gateways, landscape areas and other unique urban design features for larger residential projects;
- Highlighting local heritage features of converted military buildings through retention/duplication of original building details, and/or through signage information plaques and similar;
- Creating community gathering places (small parks, village squares, waterfront promenade area); and,
- Facilitating a range of services, including neighbourhood commercial, near residential neighbourhoods.

### Development Phasing

**Policy 3.2.10** For all residential development, Council may consider a phased building project.

**Policy 3.2.11** It is the intent of Council to consider inclusion of the RCMP in the review of larger residential developments, commercial projects, and other land use development applications, from the perspective of Crime Prevention Through Environmental Design (CPTED).

### Affordable Housing

**Policy 3.2.12** Council shall deem within this Secondary Planning Strategy that Affordable Housing is as defined by the Canada Mortgage and Housing Corporation.

### Inclusive Housing

**Policy 3.2.13** Council shall view Inclusive Housing as housing such as congregate care and hospice facilities that support the specific needs of people with diverse life experiences, backgrounds, and needs.

### Adaptable Housing

**Policy 3.2.14** Council refers to Adaptable Housing as residential dwelling units that are designed to allow easy conversions or modifications that will ensure that the housing units are physically accessible to physically, visually, cognitive and otherwise impaired and disabled individuals, particularly for and additionally including individuals aging in place as their ability levels change.

### Rental Housing

**Policy 3.2.15** To ensure an adequate supply of affordable and market rental housing, it is the intent of Council to not allow the short-term rental of residential dwelling units for less than 30 days, unless the owner of the short-term rental lives on, or abuts the property containing the short-term residential rental dwelling unit.

### Public Information Meeting

Public information meetings, hosted by a developer, serve as an opportunity for a development proponent to meet with residents to share information and detail on a proposed development before it is reviewed by Council, and prior to any Public Hearing that may be required as part of the development proposal consideration. They represent an effective way of communicating with residents in an informal manner than a Public Hearing setting.

Comments gleaned at the Public Information Meeting from residents on the proposed development may provide valuable information to potentially adjust or revise part of the development concept before it potentially becomes a contentious issue.

While not a formal requirement of this Secondary Planning Strategy, all development applications for 20 or more residential dwelling units, or a commercial or industrial development for a building or floorspace addition greater than 1,858.1 sq m (20,000.0 sq ft) in area size, are encouraged to pursue a Public Information Meeting.

**Policy 3.2.16** *Council encourages Public Information Meetings, hosted by a proponent, for residential development projects for 20 or more residential homes or dwelling units, and for commercial and industrial projects that propose a building or floorspace addition greater than 1,858.1 sq m (20,000 sq ft).*

### Communication with Local Residents

**Policy 3.2.17** *To maintain effective communication and conversation with residents and others, Council may assess the merit of each residential development site at the time of rezoning, to erect a Development Information Notification Sign of a specific type, scale, and location on the property, to inform local residents of the proposed use and density of the site development.*

### Property Understanding Before Site Development

**Policy 3.2.18** *In recognition that ABDS owned lands proposed for new development are former military base lands, Council encourages ABDS to identify any lands of historic uses that may potentially be sites of contaminated soils, and that may limit the optimum site and building development of their lands.*

## SECTION 3.3 RESIDENTIAL LOW DENSITY ZONE

The purpose of the Residential Low Density zone under the Neighbourhood designation is to permit and encourage detached single family homes, two-unit attached residential dwellings, accessory residential units and provide new development and infill residential opportunities within the existing residential neighbourhoods. The low-density zones are located within existing built-up residential neighborhoods on the south side of Highway 1 in the community.

Single family type homes primarily have appeal for young families with children, working couples, retirees, mixed households, single persons, and single individuals seeking an independent residential lifestyle with their own detached house and yard. These individuals are not ready, or have the desire, to live in a higher density residential dwelling unit. The attached two-unit, or duplex, residential dwelling offers a similar residential experience at a more affordable purchase cost. The density allocation for residential low density developments is a maximum of 12 housing lots per acre of land.

### 3.3.1 Types of Housing Options for Residential Low Density Zone

The following housing types are envisioned for Residential Low Density locations:

**Compact lots**, often referred to as narrow lots, represent single family parcels that are of two forms, one a traditionally smaller 372 sq m (4,004 sq ft) parcel in area size with a minimum 12 m (39.4 ft) frontage; and the other compact lot larger at an area of 465 sq m (5,005 sq ft) that allows for an accessory residential dwelling in a basement or within its backyard area. Compact lot homes, despite their small

size, can live large thanks to efficient design and efficient space use. The typical buildable area is 140 sq m (1507 sq ft), with well-designed front porches and landscaping complementing the house design.

**Duplex lots**, or two-unit residential lots, provide for residential buildings of two attached dwelling units, each with separate entrances to the outside. Each dwelling unit is located on a separate fee-simple lot and shares a common interior wall. Duplex lots are intended to be developed in unison with compact lots within the Residential Low Density zone.

Duplex dwelling units offer affordable, independent living in neighborhoods. Good building facade design and landscaping treatment adds to the character of duplex and compact lots co-existing on a street. The Land Use Bylaw identifies the minimum lot size to create a two-unit residential use building as 700 sq m (7,534.7 sq ft), with setbacks to property line mirroring compact lot homes. Consecutive duplex lots are encouraged to stagger the facades of individual dwelling units to bring variation and good design to the streetscape view. To ensure that a diversity of housing types is achieved, a mix of duplex lots and compact lots in any one subdivision development is envisioned. Within the Residential Multi-Use Zone, a duplex residential use shall be generally encouraged as infill housing on smaller pockets of development sites, and on street corner locations.

An **Accessory Residential dwelling** is to be secondary to the primary single unit residential use on a lot. The Accessory dwelling is to provide for a separate entrance to the outside, and include complete dwelling unit amenities of a kitchen, sleeping area and bathroom facilities. A maximum of one Accessory Residential dwelling shall be permitted on a lot. The dwelling may take the form of a secondary suite within the basement of a home, as an attached granny suite addition to an existing home, or as detached building in the form of a carriage house over a garage, as a backyard cottage or a tiny home located within the backyard area of the existing single unit home.

**Modular homes** have the potential to represent a significant component of the new builds within Cornwallis Park. Sustainable modular homes are prefabricated housing that is pre-built within a factory as panels to be assembled, or as entire homes, and shipped to the development site. Modular construction can offer high quality design at a smaller per-square-foot cost of traditional construction with 'tilt-up' commercial and industrial developments demonstrating a track record of factory-made buildings for over 30 years. Residential modular homes offer affordability, sustainable benefits like less construction waste, durability, shorter on-site building time, and access to skilled craftsmen, enhancing their sustainability. Modular housing integration on compact lots requires good residential design, including front building facade, accentuation features, and landscape elements, to fit well within the residential neighborhood.

**Manufactured and Mobile Homes** also have a role to play as part of the future housing stock for Cornwallis Park, in the form of a potential land lease community project on vacant land parcels within the southerly portion of the community through Development Agreement consideration.

**Tiny homes** are emerging as another residential consideration to provide affordable housing options within a community. While tiny homes could serve as *Accessory Residential* uses within the rear yard of the larger 465 sq m (5,005 sq ft) *Compact Lots*, an effectively designed tiny home community could also function as Medium Density Clustered Homes development. The Land Use Bylaw identifies the minimum floor area size for tiny homes at 27 sq m (290 sq ft), and with requirements for full services of water, sewer, electricity, and construction materials to ensure life safety. The maximum floor area size of a Tiny Home is 37 sq. ft. (398 sq ft). All units are to provide for kitchen amenities, bathroom facilities and a sleeping area. The intended target audience to reside in tiny homes are many, including single professionals, family members, and individuals with limited fiscal resources for housing.



## CORNWALLIS PARK SECONDARY PLANNING STRATEGY

The images below depict housing types for Residential Low Density zones, primarily from residential developments in western Canada, specifically in British Columbia communities like Burnaby and Nanaimo.



*Compact Home*



*Duplex*



*Modular Home*



*Tiny Home (27.3 sq m or 294 sq ft)*

### RESIDENTIAL LOW DENSITY POLICIES

**Policy 3.3.1.1** Council shall permit Residential Low Density zones within the Neighbourhood designated area on the Future Land Use Map.

#### Zoning Categories

**Policy 3.3.1.2** Through the Land Use Bylaw, Council shall utilize the Residential Low Density Zone for compact lots, duplex lots, and accessory residential housing, and to provide for their development standards. A mix of compact lots and duplex lots in any one subdivision development is encouraged.

#### Accessory Residential

**Policy 3.3.1.3** Council, through the Land Use Bylaw, shall permit and encourage varied accessory residential housing options associated with single unit detached residential homes to include a secondary basement residential suite, a backyard suite attached to the principal residential house, and detached rear yard residential units either in the form of a cottage, a tiny home or as a carriage house unit located above the accessory garage.

### SECTION 3.4 RESIDENTIAL MEDIUM DENSITY

The medium density form of townhouse residential development represents an additional housing form included within the Neighborhood designation on the Future Land Use Map.

Medium Density residential development may also represent a viable infill housing form on vacant parcels sited adjacent to established residential neighbourhoods, and as part of a comprehensive development plan for the large vacant land area located in the southerly forested locale of the community. For example, a prime Medium Density area is located to the north of the water treatment plant, and generally east of South Broadway Avenue, where outstanding views are available to well planned new developments.

Since Residential Medium Density zone represents a higher density housing opportunity than low density homes, it is projected to be a more affordable housing form for Cornwallis Park. Focused primarily on buildings of two, three and four unit attached residential dwellings, effectively sited clustered housing developments, and more substantive well-designed townhome development projects, the medium density housing form allows up to 24 residential dwelling units per acre of land, representing a very economically efficient use of the limited serviced land base. Allowance for varied commercial uses is further permitted within the Residential Medium Density Zone.

Each acre of developable land for a Medium Residential Zone use must account for adjacent road upgrading land requirements, internal road alignments, parkland dedication, environmentally sensitive lands, building setbacks to property lines, maximum building height, minimum dwelling unit floor area size, on-site parking, landscaping, and sidewalks, *et al* and as applicable, before a viable building footprint can be identified. In this manner, the 24 units per acre target is a maximum allowable, but perhaps not necessarily achievable or appropriate for each development site.

The Future Land Use Map for Neighbourhood designations provide significant opportunity for development of medium density uses within the short term of the next 5 to 10 years, and over the longer term future. Medium Density residential use is further supported within the Mixed Use Centres and Corridors designated lands. The Land Use Bylaw advances design management guidelines for varied forms of residential, mixed use, commercial, and other land uses.

### 3.4.1 Types of Housing Options for Residential Medium Density

**Duplex, Triplex and Fourplex** residential dwellings, are attached residential buildings that join residential homes through sharing of an internal wall (s). Historically such housing patterns have been utilized for centuries, and over that time through effective design and landscaping, can provide a very livable and more affordable choice for a home. The role of two, three and four unit attached buildings as a residential housing option is ideally targeted for development sites with limited land area, or on corner lots of a street, or as infill development housing near other duplexes or three or four unit residential dwellings where the fit for the neighbourhood is appropriate.

**Townhouses**, or Townhomes, are typically utilized in larger housing developments with often two to three bedrooms, on more than one level, shared common wall(s), and street level front entrances. Unlike duplexes or triplexes, townhouses can take on various design forms and are typically found in ten to thirty residential units. Each townhouse dwelling unit is located on its separate fee-simple lot, but due to the size and number of units, ownership of common parking areas, *et al* is often shared. Each townhouse unit is intended to have a small front yard, and rear yard patio and/or open space within its lot area. Townhomes are influenced by the Land Use Bylaw to adhere to design guidelines for the site design, for landscaping, parking and egress/entrance locations, lighting, and signage, refuse containment area, and for adherence to fire department emergency access and other fire/life safety considerations.

The varied benefits of a townhome for a residential living choice are that the units are typically more affordable than a single detached house, offer generous living space and privacy, entail minimal maintenance, provide for a sense of safety and security, and often have on-site amenities.

**Cluster Housing** refers to a grouped development of five or more detached or attached dwellings surrounding a village green common area with parking in the rear, or similar shared outdoor landscaped

amenity feature or common building. One common driveway to the adjacent road network provides access to the clustered development of homes. The density of the clustered housing at 216 sq m (2325 sq ft), the same density gradient for townhouse developments, is nearly twice the allocation achievable for the lot area size of the compact lots. This level of density yield only works in conjunction with superior site, building and landscape design. The ownership structure of the cluster homes, like townhomes, can vary. Some developments may be owned and maintained by a single individual or entity that rents units to tenants. In this instance, the housing units, the green space and all associated internal services of roads, water and sewer are maintained by the owner of the property. Another ownership arrangement is through a condominium corporation in the form of a bare land condominium. The land the dwelling units are situated upon, and the dwelling units are individually owned, much like a dwelling unit in a large condo building. Common site areas including driveways, parking areas, landscaping and amenity buildings are typically owned and maintained collectively by the owners of the cluster homes, or townhouses, through a condominium corporation, or similar incorporated lot owners' association.

**Mixed Use** projects commonly include commercial businesses on ground floor and residential apartments above, with medium density apartments on second and third floors. Redevelopment along Highway 1 additionally supports development of stand-alone multi-storey medium density residential buildings.

### RESIDENTIAL MEDIUM DENSITY POLICIES

#### FLUM

**Policy 3.4.1.1** *Council shall permit Residential Medium Density housing within the Neighbourhood designated areas identified on the Future Land Use Map.*

#### Zoning Categories

**Policy 3.4.1.2** *Through the Land Use Bylaw, Council shall create a Residential Medium Density Zone, and shall provide for development standards, and other considerations of use.*

#### Types of Medium Density Housing and Density

**Policy 3.4.1.3** *It is the intent of Council, through the Land Use Bylaw, to allow for duplex, triplex and fourplex dwellings, residential row dwellings, clustered housing developments and townhouse residential uses at a medium density of up to a maximum of 24 housing units per acre of land.*

#### Building Design Considerations

**Policy 3.4.1.4** *It is the intent of Council that residential medium density design will be managed, and special consideration shall be generally provided to building design attention to front entrances, front facades of buildings, rooflines, the extent of building massing, minimization of blank and repetitive design on exterior walls, quality of building materials and strong individual dwelling unit identity.*

**Policy 3.4.1.5** *Through the Land Use Bylaw, Council shall require Residential Medium and Multi-Unit developments, to provide for bicycle parking racks.*

**Policy 3.4.1.6** *It is the intent of Council that Residential Medium and Multi-Unit developments install a minimum of one Electric Vehicle Charging Station within the parking lot area of the site development, for every 15 residential dwelling units.*

## SECTION 3.5 RESIDENTIAL MULTI-UNIT

The Multi Unit form of residential development is oriented to multiple uses and multi-storey apartment and/or condominium buildings. The Residential Multi-Use form of housing is more viable and desired for the North side of Cornwallis Park.

The primary difference between an apartment and a condominium building is ownership. An apartment is a large residential building, typically owned by a single entity such as a corporation that rents its individual dwelling units. A condominium can be similar in physical building structure to an apartment building but its individual residential units, are owned and typically managed under an umbrella of a condominium organization, or homeowners' association. Condo owners sometimes rent their residential units.

Condos and apartments also differ in terms of their amenities and services. Condominiums typically provide a broader range of amenities like fitness centres, recreation rooms, rooftop terraces, *et al* that are shared among the condo owners and are maintained through monthly condominium fees. While some apartments may offer amenities like laundry facilities or a basic gym, they generally do not provide the same luxury or variety as condos.

The Residential Multi-Use zone, through the Land Use Bylaw, permits more than 24 residential dwelling units. This high density form of residential development represents an opportunity to potentially provide for additional affordable housing in Cornwallis Park's redevelopment.

A more salient consideration is the fire life safety aspects of proposed multi-storey buildings. Fire department officials convey they do not have the 75-foot aerial ladder truck capacity to fight, for example, a six-storey building fire. At present, the Bear River Fire Department which services Cornwallis Park, only has the capability to respond to structural fires up to a four-storey height.

While mutual aid agreements may be struck to utilize specialized fire equipment from adjacent municipalities (i.e. closest 75 ft ladder fire trucks are currently located in Lawrencetown and Yarmouth), it is incumbent that whatever growth and development occurs in Cornwallis Park, the community provides for adequate fire and life safety for the new residential construction, and for the new residents.

### RESIDENTIAL MULTI-USE POLICIES

**Policy 3.5.1** *Council shall permit Residential Multi-Use development, for apartment or condominium buildings within the Neighbourhood designated area as identified on the Future Land Use Map.*

#### Zoning Category

**Policy 3.5.2** *Through the Land Use Bylaw, Council shall create a Residential Multi-Use development Zone, and shall provide for development standards, design requirements and other considerations of use.*

#### Types of High Density Housing and Density

**Policy 3.5.3** *It is the intent of Council, through the Land Use Bylaw, to allow for residential uses for apartment and condominium buildings at a high density gradient of more than 24 housing units, and in accordance with development standards and other provisions of the Land Use Bylaw.*

#### Fire Life Safety – Maximum Building Height

**Policy 3.5.4** *Council shall, through the Land Use Bylaw, identify a maximum building height of 13.8 m (45.3 ft) for a Residential Multi-Use apartment or condominium building consisting of a maximum of 4 storeys.*

#### Minimum Lot Size

**Policy 3.5.5** *It is the intent of Council, through the Land Use Bylaw, to have no requirements for minimum lot sizes for residential multi-unit development; site selection and potential site density will be determined by the required building development setbacks to property lines, maximum building site coverage and building height, requirements for on-site parking, site landscaping, and other required amenities and conditions for site development.*

#### Design



**Policy 3.5.6** *It is the intent of Council, through the Land Use Bylaw, for all residential high density developments to address the design requirements for the site, for proposed buildings, landscape improvements, parking areas, access/egress, amenity siting, refuse containers, lighting and signage.*

### Water Management

**Policy 3.5.7** *It is the intent of Council through, the review of high density residential development proposals, to ensure that apartment and condominium development sites manage site hydrology and storm water through extensive use of permeable surfaces and landscaping, and through other techniques such as stormwater retention, to strive to achieve no new net off-site flow from the site development.*

## SECTION 3.6 RESIDENTIAL CARE HOUSING

Residential care for the elderly, for those with physical, visual, intellectual, mobility, emotional, and other disability challenges, and others in circumstances of need, reflects the social character of a community. At present in Cornwallis Park, there are no visible care facilities or specialized housing for those in need.

Atalanta Hospice Society, a local charitable organization with membership of local residents, businesspersons and medical practitioners, is leading a multi-year initiative to establish a residential style hospice in Cornwallis Park. The proposed Fundy Hospice facility is envisioned to have 5 beds initially, with expansion plans for 10 beds. The facility will provide palliative and critical services to those adults and children requiring dignified end-of-life care in a compassionate and caring home-like environment. When constructed and operating, the hospice will be the first of its kind within southwestern Nova Scotia.

The Hospice owned property, a 2.68 ha (6.63 acre) site, near the old hospital site for the former military base, is generally located between Highway 1 and Spinnaker Drive, and to the west of the lower reaches of Hillside Drive. The Plan designates the Hospice owned site and adjacent land, not including the parkland, as Public Use on the Future Land Use Map.

Another feature of a caring community is revealed with the 'as of right' use of detached residential homes throughout Cornwallis Park for personal care. Residential Care within detached residential houses is permitted through the Land Use Bylaw within the Residential Low Density zone where the program is provincially licensed and authorized to operate for personal care of not more than 5 persons as a group home for children, specialized adult residential care, intermediate care to seniors, and similar supportive care uses.

### RESIDENTIAL CARE HOUSING POLICIES

**Policy 3.6.1** *Council shall designate residential care housing as a Public Use location on the Future Land Use Map to provide for the future potential of a Hospice, long-term care facility, and similar care facilities.*

### Permitted Personal Care Use

**Policy 3.6.2** *Through the Land Use Bylaw, Council shall permit licensed and authorized residential care uses, including small option homes, within all detached single-unit residential homes, duplexes, three and four unit housing types, and within varied townhouse residential dwellings, throughout the community.*

## SECTION 3.7 BONUS DENSITY INCENTIVES

Bonus Density through Section 220 of the *Municipal Government Act* is a zoning tool to allow greater density to be built on a residential site than what would otherwise not be permitted within the Residential Low, Medium and Multi-Use zones of the Land Use Bylaw. Typically, the developer request is to build a structure higher than permitted within the Land Use Bylaw, or to increase the building site coverage ratio on a property to achieve additional dwelling units. In exchange, the intent is for the municipality to receive a 'significant community amenity contribution' from the development in the form of additional affordable housing units, capital improvements to nearby neighbourhood parks and other open spaces such as the

presently undeveloped abandoned rail corridor or proposed coastline trail, improving area landscaping, building daycares, enhancing recreational facilities, providing cash-in-lieu, or other types of community benefits.

The Bonus Density zoning provision seeks to act as an incentive to developers to gain additional density proportional to the amount of benefit being provided to the community. At the current time, it is deemed that the Secondary Planning Strategy provides a range of density options to the development community such as small lot compact homes, accessory homes, and a generous units per acre allocation for medium and multi-unit residential zones to generate a diversity of affordable housing choices.

Funding for neighbourhood parkland improvements, financing extensive landscaping on the gateway to the community - Broadway Avenue, and provision of other community amenities, could however be possibly enhanced through the development community paying for identified community amenity benefits through the bonus density process. To venture down this pathway, there would need to be a prioritizing of the most important community projects and assigning a cost to the improvements.

Only a few communities within Nova Scotia that are located outside of the Halifax Regional Municipality area, have adopted a Bonus Density program. While there was somewhat of a brief upsurge in bonus density application post-COVID, the overall development reception to the bonus incentives in these communities is best described as lukewarm.

With the recent initiatives of upper levels of government delving into the municipal planning realm to encourage housing development, any local program that seeks to procure more monies or similar from developers, may not be viable at this time.

The Secondary Planning Strategy supports the intent of the bonus density approach but does not recommend its pursuit, its preparation, and its implementation for Cornwallis Park at this juncture.

### **BONUS DENSITY POLICY**

**Policy 3.7.1** *It is the intent of Council to support the density allocation of the Land Use Bylaw residential housing zones, but as land use and building development occurs within Cornwallis Park, Council may request staff to prepare additional information on the feasibility of introducing a Bonus Density policy and regulatory format for the community, and what community amenity projects or uses, such as affordable housing, should be of priority.*

## **SECTION 3.8 INDUSTRIAL / RESIDENTIAL INTERFACE**

The employment generating processing and manufacturing businesses of Cornwallis Park, primarily located to the east of Broadway Avenue, are well established within the community. They have proven successful, have grown into international markets and provide a significant local employment base. Their business activity and day-to-day operations are part of the community's character.

The planned direction for the vacant ABDS lands and buildings to become residential, more urbanized and populated, has given rise to questions of the perceived compatibility and possible conflict of residential growth with the employment generating industries and businesses.

Sustainable planning views that complete communities are those that have mixed uses, and where there are land use conflicts, there is a need to identify what land use challenges and interface issues need to be addressed. Within Cornwallis Park, the concerns may be noise or odour, or the visual image of outside storage, older buildings, and lighting during the evening hours, or the issue may be the volume and frequency of truck delivery and shipping.

The resolution of land use conflict requires conversations amongst businesses, ABDS, and the community to identify interface issues, approaches to manage, and promote positive integration of light industrial and residential land uses. The Plan respects the longevity and stability of the local businesses,

and the benefit to local and regional employment and to the community's economy that they provide. It also supports the residential growth envisioned for the ABDS lands, and with other development sites throughout the community. The Secondary Planning Strategy direction is to maintain, for the most part, separation of industrial and residential land uses. The industrial use designation will be retained on the east side of Broadway Avenue, and future residential development is to be carefully sited on the west portion of Broadway. The industrial area on Broadway Avenue between Atlantic Avenue and Corvette Drive will require focused site planning and landscaping consideration throughout the life of the Plan.

The policy direction involves influencing residential site and building design to co-exist with local businesses, considering land use planning elements, public amenities, and landscaping improvements along the central boulevard. Landscaping can include hard landscape features such as acoustic fencing, boundary walls or similar structures, and a softer approach of introducing a significant and denser landscaping program along the interface areas of Broadway Avenue. Landscape solutions may include raised earthen berms with species of trees and shrubbery such as larch and other conifers, holly trees, holly shrubs and bamboo that screen and help to disperse noise. Public art features may accentuate the landscape pattern at street intersections.

The issue of truck traffic will require a detailed transportation study of truck access and egress routes, internal circulation and traffic flow, truck turning radii requirements, interface with adjacent vacant buildings along Highway 1, residential vehicle trip analysis, and recommended and costed options and recommendations.

Mitigating industrial land use impacts through building and site design, focused transportation planning, and other interventions, entails balancing the continued operation of employment generating uses while considering the impact on the surrounding community.

### **INDUSTRIAL/RESIDENTIAL INTERFACE POLICIES**

**Policy 3.8.1** *It is the intent of Council to encourage community conversations on the industrial/residential interface within Cornwallis Park, and to work towards shared approaches to achieve enhanced compatibility of residential growth with local employment generating businesses, and where deemed viable by Council, and where funding is available from varied partners, including the Province, prior to any significant residential development projects commencing in Cornwallis Park, a study evaluating best practices to successfully site and integrate residential development with the existing employment generating industrial businesses in the community, may be explored.*

**Policy 3.8.2** *It is the intent of Council to minimize new residential driveway access to Broadway Avenue.*

**Policy 3.8.3** *It is the intent of Council, through the Land Use Bylaw, to require new residential development within the Broadway Avenue industrial interface corridor to pursue effective building placement and site layout/design, and to provide landscaping to screen and provide noise abatement for the new residential housing.*

**Policy 3.8.4** *Through the Land Use Bylaw design provisions, landscape design plantings within the Broadway residential/industrial interface area, are to be denser and of tree and shrubbery species that help to abate noise, and landscape screens of berms and fencing are to be additionally considered.*

## Part 4 Commercial Designation

At the core of most communities' commercial growth aspirations is a focused economic development strategy that seeks to expand local investment, attract new business growth, and comprehensively respond to the commercial and economic needs of the community. At the current time, there is no economic development strategy for Cornwallis Park, nor is there an individual tasked with pursuing local economic development opportunities.

The current inventory of commercial businesses operating in the community is minimal. With the recent closure of the grocery store, restaurant and other services of the Commercial Basin Centre, considerable consumer spending leakage to commercial stores and services located outside of the area is occurring daily. Knowing the extent of how much of residents' disposable income is leaving the community is invaluable data to utilize in encouraging commercial businesses to locate in Cornwallis Park.

From a sustainable community planning perspective, the absence of any shopping opportunities for residents is of significant land use concern. With the advent of pending residential growth to the community, the Secondary Planning Strategy policies are intended to help strengthen the commercial sector, and to identify where new commercial growth can locate, establish, and flourish.

### SECTION 4.1 GENERAL COMMERCIAL POLICIES

#### ECONOMIC DEVELOPMENT

**Policy 4.1.1** *As residential growth and development commences and strengthens within Cornwallis Park, Council may consider the engagement of outside expertise to prepare a comprehensive Economic Development Strategy to guide commercial, tourism and employment generating business growth within the community over the subsequent five-year period, and into the longer-term future.*

**Policy 4.1.2** *To advance and promote commercial development and re-development opportunities, Council may consider the creation of a catalogue listing and mapping of all designated commercial properties within Cornwallis Park, providing information on site servicing, parcel size, whether a building exists on site, current zoning and permitted uses, and other property detail, to distribute the commercial catalogue to local realtors, prospective purchasers, and the commercial investment community.*

#### Permitted Commercial Uses

**Policy 4.1.3** *It is the intent of Council to pursue a streamlined and clear definition of varied commercial use definitions for retail, personal service, office, and other uses for each of the commercial zone categories as the manner to achieve preferred business types within each commercial location.*

**Policy 4.1.4** *It is the intent of Council to create Commercial and Highway Commercial zones within the Land Use Bylaw and include related permitted uses, development standards and other considerations of use..*

#### Commercial Building and Site Design

**Policy 4.1.5** *It is the intent of Council through the design guidelines of the Land Use Bylaw to provide for an elevated design review of new commercial developments through attention to site layout of buildings and parking areas, pedestrian circulation, signage review, and minimizing the extent of impermeable surfaces on the site.*

**Policy 4.1.6** *It is the intent of Council, through the Land Use Bylaw, to support a new design approach of siting new commercial buildings closer to the street, wherever feasible, to provide for a higher level of streetscape appearance and pedestrian mobility, and to create a friendlier shopping experience.*

## RCMP

**Policy 4.1.7** *It is the intent of Council to request the RCMP to become involved with the design detail of new and redeveloped commercial buildings from the perspective of Crime Prevention Through Environmental Design (CPTED) to review the design and layout of site buildings, and specific design elements such as placement of the door entrance and cashier locations, window placement and visibility, and parking areas and lighting.*

## SECTION 4.2 COMMERCIAL ZONE

The Secondary Planning Strategy identifies several opportunities for retention and/or re-development of commercial buildings, and for new commercial site developments, within Cornwallis Park.

The Basin Centre is among the locations designated for Commercial Use in the Commercial zone. The Centre is located off Highway 1 at the western edge of Cornwallis Park. Built in 1977 to serve as a CANEX store for CFB Cornwallis, with an addition constructed in 2005 to provide for the swimming pool complex, the Basin Centre had served as the primary retail commercial and recreation hub in the community for over four decades, before its recent closure. The Basin Centre is a spacious brick-faced structure with an estimated floorspace of 4,738 sq m (51,000 sf) at the western edge of Cornwallis Park. Recently, one-half of the building's floorspace was being used for a grocery outlet, a restaurant, two office/retail spaces, and basement level office opportunities. The remaining floorspace is dedicated to swimming pool and waterslide, walking track, and gym/yoga exercise rooms. The Basin Centre's successful full re-opening and operation will be strategic in attracting new residents to the community.

As part of this approach to encourage development of smaller commercial sites, planning for neighbourhood commercial business development on the south side of Highway 1 is essential, providing residents with access to small businesses and daily needs items without driving to different towns or the northside. Recognizing the need for a commercial presence on the south side of Highway 1, the vacant property on South Broadway Avenue, west of Clark Rutherford School, has been designated for commercial use due to its locational attributes. If building and site development for commercial uses is not deemed viable at this location in the future, an alternate nearby commercial site can be explored to provide for local shopping opportunities for nearby residents.

### COMMERCIAL ZONE POLICIES

#### Land Use

**Policy 4.2.1** *Council shall permit Commercial zones within the Commercial designated areas identified on the Future Land Use Map.*

**Policy 4.2.3** *Council may consider a future rezoning application for a Commercial site based upon neighbourhood fit and impact to adjacent uses of land, and upon requirements for site, building and landscape design.*

#### Basin Centre

**Policy 4.2.3** *It is intent of Council to encourage and support re-opening and optimum utilization of the Basin Centre to potentially include a grocery store, a restaurant, pharmacy, personal service uses such as a bank, credit union, travel agency, barber, hair salon, computer services, and shop repair, as well as a Nova Scotia Liquor Commission retail outlet, medical clinic, licensed daycare facility, licensed massage services, swimming pool and fitness centre, outdoor display, garden centre, and other similar commercial and community uses.*

**Policy 4.2.4** *Over the longer term, it is the intent of Council to plan for and encourage safe and convenient walkable access for pedestrians from new and existing residential areas to the Basin Centre.*



## Part 5 Mixed Use Centres and Corridors Designation

The Mixed Use Centres and Corridors designation is utilized by the Secondary Planning Strategy as a means to encourage site development of a wide range of commercial, residential, and other uses on ABDS owned lands, including within several prominent buildings, a site on Marine Drive, as well as on other privately owned properties located on the north side of Highway 1.

In effect, the Mixed Use Centres and Corridors designation provides for highway oriented properties located adjacent to Highway 1. While the permitted uses allowed within the 'highway' and 'non-highway' sites are similar, the Highway 1 character is more aligned to the automobile and stand-alone development projects. Different definitions within the Land Use Bylaw distinguish the targeted uses.

For example, the approximate eight easterly buildings located between Atlantic Avenue and Highway 1 and fronting on Highway 1 shall be designated on the Future Land Use Map as Mixed Use Centres and Corridors. This designation in the Highway Commercial zone seeks redevelopment of the properties primarily for ground level commercial space and residential apartment use on the second storey and above as a four storey Mixed Use Residential Commercial building. A portion of the Highway 1 corridor development area may also be determined to be most effectively developed solely for highly designed townhouse and apartment residential buildings but with a maximum height at 11 m (36.09 ft). Other sites may be developed entirely for commercial uses, without a residential housing. Ultimately, the market will determine the mix of ground floor commercial/residential above buildings, residential building projects, and commercial only development sites along Highway 1.

In advance of a traffic study being undertaken, all new developments within this Mixed Use Centres and corridor are to utilize access to Atlantic Avenue to avoid individual accesses to Highway 1. Redevelopment of existing buildings along this Highway 1 corridor for mixed uses will be dependent upon their structural integrity and intended occupancy of use. New building developments are supported. Building development within this Mixed Use Centre and Corridor area will be managed by attention to site layout and design, proposed landscaping including street tree plantings, and consideration to elements such as shade areas and pedestrian rest benches as well as provision for parking and proposed signage.

The Highway Commercial Zone of the Land Use Bylaw identifies a range of permitted uses from residential to varied commercial, cultural, assembly, tourism and community focused businesses.

### SECTION 5.1 HIGHWAY COMMERCIAL ZONE

#### Highway 1 Land Use Designation

**Policy 5.1.1** *Council shall designate on the Future Land Use Map, the Highway 1 north side frontage as Mixed Use Centres and Corridors.*

#### Zoning

**Policy 5.1.2** *Through the Land Use Bylaw, Council shall create the Highway Commercial Zone to allow for a range of permitted commercial, residential, community and other uses, and applicable accessory uses.*

#### Traffic Study

**Policy 5.1.3** *In liaison with provincial highway representatives, Council may consider funding partnerships and potential grants to undertake a transportation and traffic study of the designated Mixed Use Centres and Corridors highway area to determine potential redesign of industrial truck access and egress movements, to consider potential new access locations to the highway along the mixed use corridor, to assess the need for a potential signalized intersection at Broadway Avenue and Highway 1 to*

*accommodate the increased traffic volume from residential development of the ABDS lands, and to improve overall pedestrian mobility and safety along the Highway 1 corridor.*

### Property Development Access

**Policy 5.1.4** *Prior to a potential Traffic Study being undertaken for the Highway Commercial zoned properties, Council shall require new development to access and egress from Atlantic Avenue.*

### Highway Commercial Zone Uses on Highway 1

**Policy 5.1.5** *Through the Land Use Bylaw, Council shall identify a range of permitted commercial and residential uses for the Highway Commercial zoned properties.*

**Policy 5.1.6** *Through the Land Use Bylaw, Council shall permit the properties within the Highway Commercial zone to be used solely for commercial businesses, for townhouse and/or apartment residential uses, or for a mix of ground floor commercial and residential dwellings above.*

**Policy 5.1.7** *In recognition of the high traffic flow on Highway 1, and pending increased motor vehicle volumes from residential development, through the Land Use Bylaw, Council shall not permit any form of drive-through restaurant within the Highway Commercial Zone.*

### Maximum Mixed Use Residential Commercial Building Height

**Policy 5.1.8** *To encourage buildings of ground floor commercial and residential apartments above, along the Highway 1 corridor, Council shall, through the Land Use Bylaw, identify a maximum building height of 13.8 m (45.3 ft) for a Mixed Use, 4 storey building.*

### Design Management

**Policy 5.1.9** *Council may consider options to research funding opportunities and potential taxation incentives as a strategy to encourage the highway corridor property owners to improve and upgrade the appearance of their properties and buildings.*

**Policy 5.1.10** *Given the high visibility of the Highway Commercial zoned properties as the gateway to Cornwallis Park, Council shall require new developments within this area to provide for significant design attention to building placement, limiting massing of building walls, innovative design features of building facades to the highway, and site landscaping.*

**Policy 5.1.11** *To improve building layout and siting, Council may provide for building design flexibility by allowing building setbacks to property line to be reduced to provide for enhanced streetscape appearance.*

**Policy 5.1.12** *Parking requirements for commercial, residential and mixed use developments shall be provided on the development site in accordance with the requirements of the Land Use Bylaw; parking areas shall be landscaped and screened as much as feasible from public view of passing Highway 1 motorists.*

**Policy 5.1.13** *Re-development sites with more than 465 sq m (5,005.2 sf) of commercial space, may provide for a minimum of one Electric Vehicle Charging Station within its on-site parking area, and shall provide for the installation of bicycle racks.*

## Part 6 Industrial Designation

When the initial lands of the former military base began to privately sell in the 1990s, the emphasis was on community economic development and creating local employment generating businesses.

There are five long standing, successful industrial businesses of note currently operating within Cornwallis Park. The industrial businesses are viewed as economic anchors and as positive contributors to the community. Each has their own distinct history and evolutionary story. Most of these businesses have ongoing land use planning challenges related to storage, transport and shipping, and expansion potential that will need to be addressed over time. The industries include Acadian Seaplants; Foam Worx; an established fiberglass boat builder; a general contractor business; and a plastic floating dock assembly operation. Collectively these employment generating businesses provide for close to 200 jobs, which represents a significant payroll contribution to the local and regional economy.

As part of community building for new residential growth in Cornwallis Park, from a land use planning perspective, it is critical to note that the industrial businesses had secured their foothold within the community over 20 years ago. The industrial businesses developed as an industrial park based upon converting former military and railway buildings to industrial uses. Unlike today's employment generating business parks that develop in accordance with a higher standard of site, landscaping and building design requirements, Cornwallis Park's industrial area is more functional in nature.

The challenge for anticipated new residential growth is to plan with acknowledgment of and respect for these existing businesses. The local industries represent economic anchors for the community. In the same light, there will be an enhanced need for industrial operations and their associated activities of truck transportation to and from their sites, to be more sensitive and aware of being good neighbours to a projected increased number of residential dwelling units locating within the shared peninsula geographical location.

Future capital infrastructure improvements within Cornwallis Park, particularly road improvements, should ideally be equitably shared to some extent between residential and industrial developments. A long-term vision for the existing industrial area will be to upgrade, widen and improve, and potentially reconfigure, the street network. Adding roadway features such as curb, pedestrian sidewalks, improved lighting, street trees and landscaping will add to the form and function of the long-established industrial area.

### SECTION 6.1 EXISTING INDUSTRIAL BUSINESSES

#### Acadian Seaplants

Acadian Seaplants, established in 1981, is the world's largest independent marine seaweed plant harvesting, cultivation, and processing company. They extract a liquid product from the seaweed plant for natural nutrient applications in over 100 crops in over 80 countries worldwide. The homegrown company has been located within the Cornwallis Park industrial area for over 25 years and is a major landowner within the community. Acadian Seaplants has grown to 15,068.9 sq m (162,200 sq ft) of building floorspace on approximately ten parcels that total 18.57 ha (45.9 acres) of land. The business is also supportive to the local community beyond provision of employment and taxation by exercising a corporate social responsibility in assisting local organizations and initiatives with financial and other donations.

While the Acadian Seaplants processing operation is industrial in character, its business model is based upon using natural marine vegetation to aid bio-stimulants to the soil to help grow and enhance the productivity of varied agricultural plant crops in countries as distant as India and China. It is very much an innovative, unique, and sustainable processing and production operation. Seaweed emulsion process occasionally emits an odour similar to low tide marine vegetation smell, and limited outdoor storage of freshly harvested seaweed occurs. Auxiliary buildings, spaces and properties are utilized for product



storage and shipping, office space, research and development, agricultural growing and testing, and an accessory residential dwelling.

Acadian Seaplants maintains most of its business activities within their processing, storage, office and research/development facilities. The operations continue on a 24 hour a day basis and employs over 100 individuals. Truck transports to and from Acadian Seaplants primarily utilize the Broadway Avenue corridor to access their loading bays and plant facility. There are approximately eight delivery trucks arriving at the site each day, and another 8 production shipment trucks leaving the site daily. Propane and seaweed trucks deliver to the property approximately every two to three days. Cumulatively, the daily truck volume to Acadian Seaplants is estimated to be in the range of 20 vehicles. Acadian Seaplants business model is to expand. As expansion occurs, additional buildings will be constructed, more local employment will be created and more truck traffic to their site will occur.

### Foam Worx

Foam Worx, established in 1996, manufactures foam-based products like seat cushions, toys, and promotional items. They specialize in customized production and artwork printing, shipping to Canada, the US, and Europe. The business runs two shifts per day, and employs approximately 50 persons, including an estimated 11 new immigrant Ukrainians, at its Cornwallis Park facility. The production aspect of its business resembles an assembly line where skilled individuals perform varied tasks of cutting the foam products, applying specialized ink printing to the product, quality control oversight, and packaging the products for shipping.

Foam Worx runs its storage and production operations from 3 buildings occupying approximately 3,158.7sq m (34,000 s ft) of floorspace. The site is located at the southeast corner of Broadway Avenue and Bren Street. The buildings were constructed in a linear configuration, and in very close proximity to property lines. The internal allotment of Foam Worx's storage area to production floorspace to packaging and shipping areas, means that the building interior is well utilized, with little room for expansion. The tight building envelope situation poses limitations on the capability of the business to have loading bays located within the legal surveyed boundaries of their property. As a result, spillover impacts of truck transport deliveries and shipping to the adjacent roadways occur. There is at least one production shipment truck outbound daily that blocks a portion of Bren Street, and impacts office parking access for Acadian Seaplants. Approximately three times per month, delivery trucks block Broadway Avenue. Additionally, on approximately four occasions per year, trucks may block the primary corridor on the peninsula for up to four hours at a time.

As residential growth unfolds, there will be a need for a comprehensive traffic management plan to more effectively address Foam Worx's deliveries and shipping, and other truck movements in the area, in unison with the increasing volumes of residential vehicles. The goal would be to identify an alternative to enable the safe and efficient movement of truck transportation deliveries and shipping for the industrial businesses to occur, while minimizing impacts to the circulation of the residential traffic on Broadway Avenue. The traffic study will need to additionally address planned growth for the mixed use area on Highway 1, a potential new roadway access from Highway 1, and the likely upgrades required at the two Broadway Avenue intersections with the Highway.

### Rock Solid Fabricators - Fiberglass Boat Building and Manufacturing

Another local business that started small, producing fiberglass based Victorian style bathtubs and ambulance tops to the chassis for all terrain vehicles, is located at the east end of Bren Street and within the former railway storage buildings on Sherman Street. The long-time business owner has carved out a specialty of repairing and building fiberglass boats to be regarded as "one of the best in the business". The boat building operation employs approximately 12 skilled persons with a daytime work schedule.

Recent initiatives have focused on flat-bottomed duck hunting boats for export to the United States. The company has also fabricated seaweed harvesting boats for Acadian Seaplants.

Like other building configurations sited near property lines, outside storage of materials has resulted. For new business developments, current storage uses convey a need for enhanced screening from public view in the future.

### Annapolis Maintenance Services

Annapolis Maintenance Services is a long-standing general contractor company with approximately 10 employees. The business operates from a former railway building, and with a small exterior storage area.

The building and property location to the west of Broadway Avenue, and to the immediate south of the proposed Harvest Moon Trail, represents somewhat of an anomaly. Most employment generating businesses are situated to the east of Broadway Avenue.

### Bear River Plastic Welding

This local business has created a specialty in developing, fabricating, assembling and installing marine structures as diverse as floating docks, dock ramps, pontoon barges, wave breaks and similar products.

Located at the northeast corner of South Broadway Avenue and Spinnaker Drive, the business imports plastic pipes of varied dimensions from the US, and by cutting and welding the pipes, and adding structural elements, Bear River Plastic Welding fabricates varied products for custom orders. Most of the operation occurs within the on-site buildings with a limited amount of outside storage. The business regularly employs up to 10 persons.

### Other Industrial Sites

Located mid-block on the south side of Tribal Street, is a privately owned property with a vacant 'H' style former barrack building. The building sits immediately to the east of the former carriage house, and to the south of an historic estate home, that are currently being used as residential dwellings. While the former barrack building and property are to be designated as Industrial, preferred future uses should be targeted to allow potential businesses such as high technology or research and development that will result in less impacts to nearby residential homes but still generate employment.

The approximate 4,041.3 sq m (43,500 sf) vacant industrial building located on a 50 acre property at the confluence of the south end of Burns Hill Road, and Waldeck Line Road, has had a varied past. The site has been used as a call centre, a rubber tire recycling facility, and a licensed cannabis cultivation building. The large acreage area site is fully serviced, and despite the disconnect from Highway 1, has the potential for a range of future employment generating uses. The property additionally has subdivision potential, and the possibility for a portion of the property to be considered for a rezoning to residential housing.

## SECTION 6.2 INDUSTRIAL POLICIES

### LAND USE DESIGNATION

**Policy 6.2.1** *Council shall designate as Industrial on the Future Land Use Map the multiple property industrial area, generally to the east of Broadway Avenue and including the vacant and undeveloped lands on the eastern boundary of the Acadian Seaplants buildings; the Annapolis Maintenance Services parcel located on the west side of Broadway Avenue; the Bear River Plastic Welding property located on the north side of Spinnaker Drive and to the east of South Broadway Avenue; and, the large acreage property on Waldeck Line Road.*

## CORNWALLIS PARK SECONDARY PLANNING STRATEGY

**Policy 6.2.2** *Council supports the retention and expansion of existing local industrial businesses as an important component of the community's character, for local and regional employment opportunities, and as a stable base for the local economy.*

**Policy 6.2.3** *Council encourages local industrial businesses with frontage to Broadway Avenue to maintain their properties with attention to the viewscape of passing residential traffic to their properties through new landscape plantings, limited visible outside storage and care and upkeep of their buildings.*

**Policy 6.2.4** *Council encourages industrial businesses to minimize as much as feasible, the blocking of Broadway Avenue and Bren Street to accommodate truck deliveries to, and shipments from, their buildings.*

**Policy 6.2.5** *Council may consider the feasibility of shared funding options from the local residential development community and industrial businesses located to the east of Broadway Avenue, to engage professional engineering expertise to review and recommend improvements to truck transport circulation movements to the industrial businesses and residential traffic flow.*

**Policy 6.2.6** *Through the Land Use Bylaw, new development of future industrial uses, shall be required to limit outside storage to a percentage of the square foot area of their building size.*

### Zoning

**Policy 6.2.7** *Through the Land Use Bylaw, Council shall create the Industrial Zone, and include related permitted uses, development standards and other considerations of use.*

## Part 7 Public Use Designation

The key elements of a community that help to provide social cohesion, neighbourliness, health, education, cultural, food security and police/fire safety services go well beyond the physical built environment of residential homes and the commercial/employment businesses that support residents.

Typically, this soft infrastructure of the social, cultural, historic and organizational relationships, and facilities that exist in a community help to instill a local spirit of confidence and pride, and a strong sense of place and attachment to the community. In other words, public uses are viewed as essential building blocks to successful and sustainable communities.

The Secondary Planning Strategy has undertaken an inventory of what public uses do exist within the community, and what facilities will be required in the future to support existing and new residents more effectively to the community. For example, all police, fire department and emergency health services are currently located outside of the community.

A limitation with community planning for Public Uses in Nova Scotia is the provincial Municipal Government Act's legislative requirements that a municipality either own, or acquire within a one year period, any privately owned lands that are zoned for a Public Use. Within Cornwallis Park, several Public Use sites were historically established on lands owned by the Annapolis Basin Development Society through an agreement with, and/or through an acknowledgment of ABDS.

The intent of the Secondary Planning Strategy for Cornwallis Park is to identify and designate specific lands for Public Use, including several sites that are currently owned by the Municipality and the Regional Centre for Education. For those sites that are currently being used for community Public Uses but are not owned by the County or another public entity, the Land Use Bylaw will provide for an alternative zone to allow for both the existing Public Use and a range of other potential land use activities. In this manner, the current public use on privately owned land, and any future public uses on said land, are provided for as well as, a range of other alternative land uses from residential to commercial and other land uses, are also permitted.

The planning objective with any site redevelopment to an alternate land use, is to retain the Public Use function but allow for an expanded range of residential, commercial and other community uses of land and buildings. Over time, it will be the community planning aspiration to formalize municipal presence or achieve similar public ownership of all Public Use sites within Cornwallis Park.

### SECTION 7.1 EXISTING AND PROPOSED PUBLIC USES

#### Clark Rutherford Memorial School

The local elementary school opened in 1957 as a military base school. Currently the school provides classroom education for grades 1 to 5 and an early education program. Several of the school grades are shared, indicating that class size is decreasing. The school draws children from Cornwallis Park and bus students from adjacent communities. Local high school students are bused to Annapolis Royal. The school site will be designated on the Future Land Use Map as Public Use.

#### Hospice and Long-Term Care

The demographic review data captured by the Municipal Plan identified that over 35% of the population in 2021 were over 65 years old. As residents age, they most often require more accessible and appropriate forms of housing. For those near the end of life, a Hospice form of residential care is appropriate. Residential care for seniors and the elderly, for those with physical and emotional challenges, and others in circumstances of need, reflects the social conscience of a community. Initiatives have begun to build a

Hospice residential care home in the community, and potentially a long-term care facility. The proposed sites for these facilities will be designated as Public Use.

### Cornwallis Park Community Association

The volunteer members of the Cornwallis Park Community Association operate from the Felker Hall, a building located at the southeast corner of Broadway Avenue and Tribal Street. The varied and extensive programming and functions the organization provides, typically six days per week, to residents of Cornwallis Park and neighbouring communities, represent the strength of public uses in Cornwallis Park.

The Association organizes and hosts events from community breakfasts to afternoon teas; bingo, silent auctions, games; musical entertainment events; and youth activities such as movie nights. The Association additionally serves as a hub by providing varied programming, including presentations on seniors' pharmacy health care services, legal issues, and cybersecurity safety.

The Community Hall has also been used for non-denominational Celebrations of Life for residents. In times of storms and power service disruptions, the Hall serves as a comfort centre. The Community Association is the bastion of social sustainability within Cornwallis Park.

Beyond the approximate 111.5 sq m (1,200 sf) of open meeting space, several smaller rooms provide a computer, printer and photocopier for community use, a small library has been created, and a supply of donated assisted devices like canes and walkers are available for loan.

The amount of public service work that the Community Association provides for the local community is inspiring, especially when this work is carried out entirely by volunteers. The work effort of the Association even extends to addressing food insecurity within the community. While some communities have opened outdoor cupboards of food for those in need, the Felker Hall on occasion provides grocery and gas cards to those less privileged.

Funding for the Association's building insurance, heat, lights, and upkeep is assisted through grants, and from their many fundraising activities and nominal event fees. The Felker Hall and the adjacent former museum will be designated on the Future Land Use Map as Public Use.

## SECTION 7.2 REQUIRED ADDITIONAL PUBLIC USE FACILITIES

The proposed residential densities from housing on the ABDS lands and any other residential development projects in the South Broadway Avenue existing neighbourhood areas could, at build-out, exceed 1,200+ additional residents to the community. As the local population increases, the requirement for several additional community services surfaces. Most pronounced are those services related to the health, safety, and well-being of new and existing residents.

The Secondary Planning Strategy has identified the need for property designations to provide for shared space for a firehall sub-station, a RCMP community policing office and an Emergency Health Services depot. A public library may additionally become a community need.

## SECTION 7.3 PUBLIC USE POLICIES

### LAND USE DESIGNATION

**Policy 7.3.1** *Council shall designate as Public Use on the Future Land Use Map a varied number of properties, including Clark Rutherford Memorial School property, proposed Hospice site and a portion of the proposed long term care site, Felker Hall and varied municipal infrastructure sites such as the water treatment plant lands, booster station area, and wastewater plant, as Public Use.*



### Zoning

**Policy 7.3.2** *Through the Land Use Bylaw, Council shall create the Community Development Zone to provide for the designated Public Use functions, and to additionally include a range of alternate permitted uses such as residential, commercial and other permitted uses, and further provide for design and development standards and conditions of use.*

### Fire Department, RCMP and EHS

**Policy 7.3.3** *It is the intent of Council to explore early conversations with local RCMP, Fire Department and EHS representatives on potential development of sub-stations for public safety and health to support residential growth.*

### Community Design for Public Spaces

**Policy 7.3.4** *Council supports the planning direction of the Secondary Planning Strategy, and the Fathom Studio Master Plan, to require the installation of sidewalks, street trees and lighting at time of land and building development, to enable the community to become safer, more walkable, more shaded from the sun, and well-lit in the evening.*

## Part 8 Parkland Open Space Designation

With an outstanding natural environment of the ocean, treed residential neighbourhoods, sloping terrain and a huge, forested area to the south, and all within the fresh air of the Annapolis Valley, the community of Cornwallis Park possesses varied natural assets for active and healthy living. The foundation for a strong parkland system is present, but it needs attention. There is an ongoing municipal need to acquire additional parkland and open space, and to improve the open spaces.

South Broadway Avenue's southern and northerly extensions have developed areas with sufficient small park neighborhood spaces to meet local resident needs. The community challenge is that very few of the open spaces are linked to each other, improved or maintained on a regular basis for enjoyable public use. One of the central trail components of the local open space inventory has similar constraints. The former rail trail, that transverses the community east to west in the peninsula area, is planned to be developed as part of the Harvest Moon Trail system. The Harvest Moon is part of an extensive Annapolis Valley trail network that currently runs from Grand Pre to Annapolis Royal. The extension of this Valley trail to Cornwallis Park and to Digby is several years away from being constructed.

Other than the flashing yellow light pedestrian crossing of Highway 1 at the Broadway Avenue intersection, there is an absence of safe walking options from the north peninsula area of the community to the existing residential neighbourhood on the south side of the Highway. The goal of becoming a walkable, safe, and connective community becomes a bottleneck at this location. As the community grows and populates, another way and means to cross the Highway may become warranted.

There are gems in Cornwallis Park's open spaces. The County recently opened the Annapolis Basin Tidal Beach Park, a new accessible and sandy beach marine open space with parking and trail amenities. The County owns a prime location, but undeveloped, Municipal Park site on Marine Drive. Once built through the community, the rails to trails Harvest Moon Trail represents immeasurable local recreation and economic benefits.

The Ditmars Brook natural open space forested area, situated in the southern portion of the community, and owned by the Annapolis Basin Development Society, has an outstanding natural area walking trail system. Acquiring ownership of this linear parkway represents a vision of the community. Another potential strategic parkland property to acquire is a pedestrian coastal walking trail along the 1.3 km of frontage to the Annapolis Basin, a public amenity walkway that may become, with envisioned walking access linkages to the tidal beach park and the rails to trails corridor, an outstanding open space feature and attraction for the community.

In an overall sense, the community has the potential someday in the future to have a premier 'ocean to hilltop' walkable and connective open space and parkland system. All of the Municipal owned parkland and natural sites, and the former railway corridor of the proposed Harvest Moon Trail, are to be designated as Parkland Open Space on the Future Land Use Map.

### Parkland Acquisition Vision

As residential growth and development unfolds within the community, an increased demand for municipal recreational and open spaces will follow. The Parkland Vision for Future Map identifies varied privately owned properties that are envisioned for future parkland acquisition through subdivision dedication and/or municipal purchase or other ownership strategy. The varied park and open space trail sites, once acquired by the County, will serve as an important component of the complete community goal of becoming more walkable and connected.

The goal will be to acquire each of these designated land areas through dedication provisions of the Subdivision Bylaw, or through purchase, or through other land transfer agreements.



## SECTION 8.1 PARKLAND CHALLENGES

From a sustainable planning perspective, a priority need for a growing community is to evaluate the recreation requirements of existing residents, and the likely open space needs of future residents, particularly those families with children, aged residents, and those with physical and emotional challenges. The next usual step is to assess the utility and function of the community’s parkland spaces and determine priority park locations where to best allocate future resources. Knowing open space needs will help to shape the types of future parkland improvements that are required. The preferred way to determine the recreational and parkland requirements of a community is through preparation of a comprehensive Parks and Recreation Master Plan.

Parks and recreation, and open spaces, are critical building blocks to a successful and sustainable community. Much like streets and sidewalks, water and sewer lines, police and fire services, libraries and community centres, recreation and open spaces are an integral part of the overall municipal infrastructure. Parks and recreation lands increasingly provide an important role in active living pursuits to address healthy lifestyles, provide aesthetic value, and serve as respite from the built environment.

For municipal park upgrades and improvements, site preparation typically entails attention to water drainage, new grassed areas and tree plantings to green and provide shade to the open space. Actual equipment improvements beyond shaded rest benches, storyboard signs, and water taps, are preferred to be aligned with the seven principles of universal design that include equitable use, flexibility, simple and intuitive use, perceptible information, tolerance for error, low physical effort, and size and space for approach and use.

As a community grows, an equal level of consideration and commitment of resources is warranted to ensure effective and responsive future park areas' acquisition, construction, operation and maintenance, and programming services.

At the current time to acquire parkland, the community utilizes the *MGA* provision of 5% of the subdivision land area, or equivalent value, to be dedicated to the municipality. A municipality may increase the amount of dedicated land area, or equivalent contribution, to as much as 10 percent if both the requirement and reasons for it are identified within the municipal planning strategy and incorporated within the subdivision bylaw. Given the extent of desired parkland and open space to be acquired, and other lands to be acquired to support projected levels of increased residential growth within the community, the need for a conversation of potentially increasing the 5% amount may be warranted in the future.

Part of the pathway to successful neighbourhood park sites, active play fields, trails and other open spaces additionally will entail establishing partnerships with the development community, with provincial funding programs, with local businesses and service clubs, and with residents. To identify varied parkland properties within Cornwallis Park, the designation and zoning category of Parkland Open Space is utilized by the Secondary Planning Strategy and the Land Use Bylaw.

## SECTION 8.2 GENERAL PARKLAND POLICIES

### LAND USE DESIGNATION

**Policy 8.2.1** *Council shall identify on the Future Land Use Map, a Parkland Open Space designation.*

#### Zoning

**Policy 8.2.2** *Through the Land Use Bylaw, Council shall create the Parkland Open Space Zone, and include related permitted uses, development standards and other considerations of use.*

#### Parks Planning

**Policy 8.2.3** *It is the intent of Council to recognize the health related benefits of active living for residents, and to acknowledge that walking for exercise is the number one activity for residents in Canada, and the design goal of providing for a walkable community through the pending residential development on the peninsula area and in other areas of the community, warrants that a connective system of safe pedestrian trails and linkages may be acquired and pursued as part of managing growth and enabling the community to become more sustainable.*

**Policy 8.2.4** *It is the intent of Council to support the future parkland development vision and direction for Cornwallis Park to be based upon a connective and walkable system of quality active and passive parks, and a diverse inventory of trails and open spaces, from the ocean waters of the Annapolis Basin to the hilltop of the Ditmars Brook trail system.*

**Policy 8.2.5** *Council shall designate all municipal owned park land, and the Harvest Moon Trail corridor, as Parkland Open Space on the Future Land Use Map.*

**Policy 8.2.6** *Through the Subdivision Bylaw, Council shall continue to utilize the 5% parkland levy at time of subdivision.*

**Policy 8.2.7** *It is the intent of Council to consider wherever feasible, opportunities for safe bicycling routes within the community, based on developing linkages from residential neighbourhoods to recreational facilities, community amenities and shopping locales, and with the Harvest Moon Trail.*

**Policy 8.2.8** *It is the intent of Council to protect existing trees within the community from the impacts of development, and to encourage the planting of trees at all municipal park sites and amenity locations.*

**Policy 8.2.9** *Council may consider a commemorative bequeath and donations program for residents to help fund park infrastructure amenities such as park benches and tree plantings.*

### SECTION 8.3 EXISTING AND PROPOSED OPEN SPACES AND PARKS

The following discussion provides a general accounting of the existing, formal, and informal, parks and open spaces existing within the community. The inventory discussion additionally accounts for those park spaces with future potential on ABDS owned lands, as well as those historic parcels that could be transferred to the Municipality, and those recommended for Parkland Open Space designation by the Plan. Related Policy Statements for each of the discussed parkland sites are also presented.

#### South Broadway Avenue Area Municipal Owned Parkland

##### (i) Brook Street to Martingale Place

This open field 0.6 ha (1.5 acre) park site was created by a subdivision plan dated July 15, 1997. The parcel has had a few improvements of a flagpole area and flower beds. Its relatively flat terrain implies potential for a small athletic playing field for all, with other potential passive site amenities of shade tree areas and rest benches. The property is located at the western edge of the community's housing area and could service the immediate and nearby residential neighbourhoods.

##### (ii) South Side of Highway 1 and west of Hillside Avenue homes

Created by a subdivision plan dated May 26, 1997, this 0.55 ha (1.36 acre) green grass parcel has been identified as part of the building site for the proposed long term care residential facility. The Municipal Plan supports the retention of this park property until such time that the long term care project garners more funding and is deemed by community and Council members, to represent the best use of the land.

##### (iii) Lower Reaches of Ditmars Brook Parkland

Situated on both sides of Ditmars Brook and located at the south end of Brook Street near the bridge to the Dingle residential neighbourhood, this 0.8 ha (2 acre) parcel was also created as Parkland by the July 1997 subdivision plan. The site is presently totally overgrown by trees and other vegetation, and its past life as a brook-side natural park setting has been lost. Access to a natural watercourse neighbourhood park has varied benefits of social, physical, and emotional well-being. As a first step, to realize potential park improvements, consultation with provincial environment representatives to determine the current day requirements for potential park development setbacks to the watercourse are required.

##### (iv) Highway 1 and Shady Lane Linear Property

Situated between Shady Lane and the Highway 1 is an approximate 213.3 m (700 ft) long, and approximately 30.4 m (100 ft) wide, treed linear green space. The park like area of an estimated 0.65 ha (1.6 acre) size, provides privacy for the homes addressed on Shady Lane, and serves as a buffer to the street noise from Highway 1. Potential improvements could include rest benches and a durable round table with a checkerboard/chess game top. The Secondary Planning Strategy seeks to formalize this green space by identifying the area as parkland.

**Policy 8.3.1** *It is the intent of Council to retain the three designated parkland properties owned by the County within the South Broadway Avenue residential area for public open spaces.*

**Policy 8.3.2** *It is the intent of Council to consider, in consultation with local area residents, divestiture of the Hillside Drive area parkland for a Long-Term Care Residential use at a future time when the Long Term Care proposal becomes financially viable to develop.*



**Policy 8.3.3** *Council supports the preservation of the Shady Lane buffer area to Highway 1 for Parkland Open Space to serve as a green grass and treed passive park, with potential minor amenity improvements.*

### Cornwallis Park Recreation & Parks Society Properties

Two properties, one a 0.5 ha (1.3 acre) parcel located on South Broadway Avenue between Spinnaker Drive and Brig Lane, and the former 0.4 ha (1 acre) Community Centre site located at the west end of Shady Lane and Spinnaker Drive, are vacant and under-utilized. The parcels are still in the name of the Cornwallis Park Recreation & Parks Society, an organization that no longer seems visibly active. The Shady Lane/Spinnaker Drive parcel is proposed to be designated as Public Use by the Municipal Plan to enable flexibility in community use choices in the future, the South Broadway Avenue lot is also to be designated for Public Use.

**Policy 8.3.4** *Council shall designate the 0.4 ha (1 acre) property at the intersection of Shady Lane and Spinnaker Drive as Public Use on the Future Land Use Map.*

**Policy 8.3.5** *Council shall designate the 0.5 ha (1.3 acre) property located on South Broadway Avenue between Spinnaker Drive and Brig Lane as Public Use on the Future Land Use Map.*

### South Broadway Avenue Parkland Inventory

Collectively the Municipal Plan seeks to designate a total of four sites, comprising an approximate 2.6 ha (6.46 acre) area size for Parkland Open Space within the South Broadway Avenue residential area portion of the community. None of these parcels have been significantly built and/or maintained to a high level of neighbourhood parkland equipment and improvement standards. The proposed Shady Lane site can exist as a natural park, but the Ditmars Brook former watercourse park would require significant improvements. The other designated properties are well situated to serve as local neighbourhood park sites but require amenity and landscape improvements to encourage public use and enjoyment.

**Policy 8.3.6** *It is the intent of Council to undertake a preliminary review of the potential and estimated cost to undertake varied options of amenity improvements for the South Broadway Avenue area parkland sites.*

### Municipal Open Spaces

#### (i) Annapolis Basin Tidal Beach Park

The new accessible waterfront park, approximately 1.27 ha (3.16 acres) in area and with an estimated 400 m (1,312.3 ft) of sandy beach front, opened in August 2023. The park is located on the shores of the Annapolis Basin, adjacent to the Harvest Moon Trail, and west of Atlantic Avenue.

The park includes a parking area with accessible parking spaces, and an accessible pathway along the perimeter of site with views of the beach, the water, and the North Mountain. There are also park benches, accessible picnic tables and an easy gently sloping pathway to the beach. It represents an outstanding example of a parkland vision that became a reality. With collaborative partner organizations and individuals working together, a special place was created, for not only those with physical mobility issues, but for local and regional residents.

The park's location off the Harvest Moon Trail represents the types of key destinations that the over 100 km trail network encourages to enhance its appeal and enjoyment. The Beach Park additionally represents a strategic open space asset destination location for the pedestrian mobility system within Cornwallis Park to connect to in the future. The intent is to continue this connectivity by linking up with the Basin Centre.

#### (ii) Marine Drive Waterfront Park

## CORNWALLIS PARK SECONDARY PLANNING STRATEGY

An undeveloped approximate 0.5 ha (1.3 acre) park site, west of the Desmond Piers Memorial Hall, offers a stunning view of the Annapolis Basin. As residential growth and development unfolds in the community, the Municipal Plan views that this park location should become the 'people place' of the entire peninsula area. Improvements should be oriented to a well-designed and inviting public plaza promenade with public art and gathering space. The parkland role is to serve as the outside special occasion and musical entertainment centre focal point for the community. Accentuating the views to the Annapolis Basin through construction of viewing platforms near the water's edge will enhance the appeal of the place. Like the Tidal Beach Park, the public promenade potential could be another showpiece of the community's open spaces.

**Policy 8.3.7** *Council may consider the development improvement of the Marine Drive municipal owned waterfront parkland as a focal location for a people gathering place through the development, with partnership funding, for a prominent public promenade area with viewing platform access to the waters of the Annapolis Basin.*

### Harvest Moon Trail

The former Dominion Atlantic Railway that previously ran daily from Halifax to Yarmouth, dropped off many a young sailor at the station platform in today's Cornwallis Park. The rail line that traveled east to west through the military base sits abandoned and awaits funding and routing resolutions to become part of the planned 30km extension of the Harvest Moon Trail from Annapolis Royal to Digby.

The approximate 1.3 km long rail property is owned by the Province, and trail advocacy groups such as the Annapolis Valley Trails Coalition, and the Annapolis County Trails Committee, are deep in the trenches trying to resolve varied route selection options, prior to completing, with funding assistance, the remaining trail system through Cornwallis Park, and to Digby.

Within Cornwallis Park, there is a need for local attention to the railway before final form, function and routing is determined. There are some outside storage trespass considerations, and the current trail may need to be adjusted to blend safely with the road network and traffic circulation. Ongoing maintenance represents a further land management issue to address. The thought is to build at a high standard initially, to minimize repair, upgrade, and maintenance costs down the road.

**Policy 8.3.8** *It is the intent of Council to continue work with the Annapolis Valley Trails Coalition and the Annapolis County Trails Committee, government departments and other organizations to help realize the development extension of the Harvest Moon Trail from Annapolis Royal to Digby, and through the community of Cornwallis Park.*

### Proposed Future Park Spaces

At present, the County of Annapolis, through its Subdivision Bylaw requires a 5% dedication of the area of lots approved by subdivision for acceptable open space land be conveyed to the Municipality. The 5% dedication area may, or may not, be located within the subdivision area. The landowner may also offer a form of cash-in-lieu of equivalent value of the land, or combinations thereof, as part of the parkland levy. The planning intent for successful community building is for the subdivision proponent and the County to determine the best fit for the community.

The Fathom Studio Master Plan for the ABDS owned lands proposes that a total of 3 ha (7.4 acres), representing approximately 13% of the development lands, be dedicated to the Municipality as parkland. The proposed parkland pieces are 7 in total, and transverse the site from two separate locations at the water's edge off Marine Drive on the northeast corner of the site, to two new neighbourhood park locations along the west side of Broadway Avenue. Three other waterfront park locations are identified, one a linear piece of property behind Champlain Hall, and two triangular shaped parcels near the new Annapolis Basin Tidal Beach Park site.

In addition to the seven individual park properties, a south to north treed linear pedestrian walkway corridor is proposed from Corvette Drive and the Harvest Moon Trail to the public promenade park on the Marine Drive waterfront.

Once residential development commences, acquisition of these potential future open spaces may occur. In the interim, however, these private lands being designated for residential or other uses, may become part of a land development proposal.

If the privately owned properties are acquired in the future, the dedication of these park spaces will serve the open space needs of new residents envisioned for the peninsula area. The challenge for the Municipality will be to find a way to acquire these privately owned lands, and then to finance or cost share the capital improvements required to improve park locations and linear trail for public use. Identification of which park will be used for what purpose, and which park is the priority amenity feature to develop, represents further parks planning questions to address.

**Policy 8.3.9** *It is the intent of Council to consider early engagement with ABDS as land development occurs to identify parkland that is intended to be dedicated to the County, in accordance with the recommended parkland direction of the Fathom Studio Master Plan.*

### Potential for Ditmars Brook Trail System

The Ditmars Brook ravine trail system, known in part as the Cornwallis Park Interpretative Hiking Trail, is located on property owned by the Annapolis Basin Development Society. The Society has been very proactive in building, maintaining and allowing public use of the trail system. The natural pedestrian corridor consists of an approximate 2.4 km network of trails through a quiet and inspiring, forested natural environment. The trail is accessed off the extension of South Broadway Avenue, just past the Harbour View Crescent residential condo neighbourhood.

ABDS has undertaken significant pedestrian foot-bridge upgrades and repair, to improve the hiking experience. Information signage of vegetation and tree species along the routes add to the enjoyment of the walk. The terrain of the trail varies from ravine top to sloping pathways to the watercourse level. The trail crosses the Brook in two locations and provides a variety of natural environments and views.

Traffic of pedestrians on the trail indicates that a specific number of residents use the trails on a daily basis to enjoy the quiet of being in a natural environment and using the trail system as part of their active and healthy living regime.

The Ditmars Brook trail system, while located on property owned by the ABDS, represents a tremendous asset to the informal open space inventory of the community, and should be encouraged to be retained and maintained, wherever feasible, by volunteer users with support by, and under the direction of ABDS.

As future urbanization of the community occurs, municipal parkland dedication, acquisition and expansion of the trail network of the Ditmars Brook system is envisioned.

**Policy 8.3.10** *It is the intent of Council to liaise with ABDS to help monitor public trail use and activity levels of the privately owned Ditmars Brook trail system.*

**Policy 8.3.11** *It is the intent of Council to liaise with ABDS with environmental education signage within the Ditmars Brook trail system.*

**Policy 8.3.12** *It is the intent of Council to liaise with ABDS to consider extensions to the Ditmars Brook trail system through grants funding such as from the NS Recreational Trail Expansion Fund and similar other opportunities.*

## Part 9 Infrastructure

### SECTION 9.1 URBAN SERVICES EXPECTATIONS

Typically, the benefits of infrastructure are not only expected, but they are often taken for granted. A well-maintained road system, abundant water on demand, and efficient land drainage during storm events, are indicative of expectations. Businesses, residents, and others in the community also are of the view that progressive improvement and expansion of services is warranted.

To provide sustainable local infrastructure services, demands need to match the service and financial capabilities of the County. Much of the former military buried infrastructure is becoming aged and will require replacement over time. Regular maintenance is also required to extend the life of the existing infrastructure network. Capacity losses in the system can still occur, noted as follows:

- Water losses in the Lake Cady water system can happen when the water main leaks;
- Cracks in the sewer lines can result in groundwater infiltration;
- Undersized storm water systems can exceed capacity in a storm event, overflow and cause damage;
- Road surfaces can deteriorate when a lack of regular servicing does not occur.

The most effective manner to manage infrastructure is through the practice of identifying a Five-Year Capital Plan where all priority projects for new and expanded infrastructure systems, upgrades and replacements to the existing network, and ongoing maintenance programs, are identified and budgeted. The infrastructure works program are then assessed on an annual basis. It is acknowledged that local circumstances may change, and items identified on the Five-Year Capital Plan may need to be shifted to permit more immediate system works.

#### GENERAL POLICIES FOR INFRASTRUCTURE

**Policy 9.1.1** *It is intent of Council for staff to review the County's Subdivision Bylaw to determine any revision amendment requirements to enable planned future growth for Cornwallis Park*

**Policy 9.1.2** *It is the intent of Council to require that all new developments that need infrastructure extensions be reviewed from not only the requirements of the existing services adjacent to the site, but also from the perspective of the existing capacity of the downstream system, and where system deficiencies such as an offsite existing road being inadequate to meet the new volume of vehicles to be generated from the new development, the developer shall be required to pay for the cost of the offsite deficiency, or the proposed development shall otherwise be deemed as premature.*

**Policy 9.1.3** *Through the Land Use Bylaw, all municipal infrastructure works, and associated equipment such as pumping and lift stations, water towers, treatment plants, radio antennae and municipal buildings, shall be considered as permitted uses in any zone within the Planning Area, and are to be designated as Public Use on the Future Land Use Map.*

### SECTION 9.2 ENHANCED MOBILITY CHOICES

Sustainability seeks to achieve an integrated transportation system to provide for equitable and safe mobility choices for varied users from all age groups, persons with a disability, cyclists, pedestrians, and motorists. For Cornwallis Park, there are additional challenges of integrating planned new residential growth with existing truck transportation volumes servicing the industrial area.

Pedestrians seek safe walking routes with well-marked crosswalks, curb let-downs and fair access to community parks and shopping, and cyclists seek safe bike routes, while drivers are not used to sharing the road with cyclists. Transport trucks want to arrive efficiently at their delivery/shipping destination and return to the highway. Fire trucks need quick access to all buildings within the community.

To address such diverse aspirations, the challenge is to identify priorities, and then define affordable options that meet the needs of users. The proposed new street design elements for ABDS lands, represent an opportunity to achieve road upgrades throughout the ABDS residential development site, and to provide for sidewalks on at least one side of a new street to be developed in association with an adjacent development, and require lighting and street trees to be planted. In conjunction with required water and sewer upgrades, much of Cornwallis Park's infrastructure can be upgraded through development. But there are questions whether a 1.5 metre (4.92 ft) bicycle lane should be provided within the new street design.

To address an increased level of mobility options within Cornwallis Park, the new ABDS development will set the tone for enhanced mobility. Integrated with new pedestrian walking trail linkages, the community will become more walkable within the westerly one-half of the northern peninsula area. To address the larger community needs, change must be seen as unfolding over the short term of the next five years, and into the mid-to-longer future.

### Promoting Walking

**Policy 9.2.1** *It is the intent of Council to support compact residential housing developments, and higher density types of residential dwellings, near commercial shopping, services, and entertainment, to enable more residents to choose to walk rather than relying solely on automobile use.*

**Policy 9.2.2** *It is the intent of Council to consider an amendment to the Subdivision Bylaw to require, on at least one side of a newly constructed or upgraded street, new sidewalks to be developed of a 1.8 m (5.9 ft) width, and with a minimum 1.0 m (3.28 ft) grass verge between the sidewalk and the curb edge of the street.*

**Policy 9.2.3** *It is the intent of Council to encourage the development of a comprehensive system of safe and convenient pedestrian walking routes throughout the community on the sidewalk system, and connecting to municipal owned pedestrian trail systems, community amenity locations, and varied commercial areas.*

**Policy 9.2.4** *It is the intent of Council to retain the active transportation asphalt sidewalk that exists on the north side of Highway 1 from Broadway Avenue to the Commercial Basin Centre.*

### Mobility for the Bicycle

**Policy 9.2.5** *It is the intent of Council to consider an amendment to the Subdivision Bylaw for the subdivision standards for new roads to provide for a 1.5 m (4.92 ft) wide bicycle lane on one side of the street where the sidewalk is to be located, and where no parking of vehicles shall be allowed on the side of the street that provides for the bicycle lane.*

**Policy 9.2.6** *It is the intent of Council to identify roads within ABDS lands that will allow for an efficient system of bicycle lanes on specific streets of the road network.*

### Transit

**Policy 9.2.7** *It is the intent of Council to continue to support residents' ridership opportunities with the regional public transit services.*

## SECTION 9.3 ROAD NETWORK

The County owns an extensive network of roads within Cornwallis Park. Except for the Highway 1 corridor, which is owned by the Province, the roads comprise an estimated 16.2 ha (40 acre) area.

Most of the roads within the community are two lane undivided local roadways with no pavement centre line markings. Road widths vary from an estimated 6.5 to 8 metres (21.3 to 26.2 ft), and pavement



conditions vary from location to location. While there is a degree of ditch or swale drainage along the roadways, there is very limited provision for sidewalks.

It appears that not all the roads that are in the road system are yet fully deeded to the County; this will need to be remedied through subdivision review. Other roads may need to be closed or reconfigured to accommodate planned new growth on ABDS lands. All roads with frontages of new residential and other developments will be required to be upgraded to proposed new road standards.

As growth and development ensues, and traffic volumes increase at the intersection of South Broadway and Broadway Avenues at Highway 1, an upgrade to include a signalized intersection seems likely. Highway representatives appear of the view that a signalized intersection controls the number of access points to the highway and could be achieved at less cost than building a new access location.

**Policy 9.3.1** *All new developments within Cornwallis Park will be required to have frontage access to a municipal or provincial road, in accordance with the frontage requirements of the Land use Bylaw.*

**Policy 9.3.2** *It is the intent of Council for staff to review the road dedication, road closure and new road development requirements associated within the ABDS proposed land developments and advise Council on an inventory of the road program for new development.*

**Policy 9.3.3** *It is the intent of Council to consider an amendment to the Subdivision Bylaw for the road standards of roads fronting new land and building developments to include a 16 m (52.5 ft) total road dedication width, with 8.7 m (28.5 ft) motor vehicle travel lanes, and where deemed required, for a 1.5m bicycle lane on one side of the road, and to only allow street parking for vehicles on one side of the street.*

**Policy 9.3.4** *Council may require a traffic study of higher density residential, large square footage commercial developments and industrial business expansion projects, paid for by the proponent, and submitted to the County for review, as part of the process for considering development applications.*

**Policy 9.3.5** *It is the intent of Council to maintain two access points to Highway 1, one at Broadway Avenue, and one access at the former base gated entry from the Highway to Atlantic Avenue.*

**Policy 9.3.6** *Council may consider ongoing dialogue with highway representatives of the province to discuss upgrade options along the Highway 1 corridor through the community, including attention to the proposed mixed use development designated as Highway Commercial along the north side of the highway, truck access and egress locations, and traffic movements at the Broadway Avenue and South Broadway Avenue intersections.*

### Parking

**Policy 9.3.7** *All land use developments are to provide parking and loading spaces, or cash-in-lieu of parking, in accordance with the requirements of the Land Use Bylaw.*

**Policy 9.3.8** *All residential dwelling units shall provide for a minimum of one parking space of a durable surface within the legal property boundaries of the residential use except in the R3 Zone.*

**Policy 9.3.9** *All parking lot areas for more than four parking spaces shall provide landscaping and other appropriate screens, and where lighting is utilized, glare to surrounding properties shall be minimized.*

**Policy 9.3.10** *It is the intent of Council to consider small car parking spaces, which are smaller in area dimension size than typical parking spaces, for up to 25% of all required parking spaces on sites with 20 or more parking spaces.*

### SECTION 9.4 MUNICIPAL WATER

Cornwallis Park derives its potable water from the approximate 2,300-hectare Lake Cady Water Protection Area, located approximately 10.8 km to the southeast of the community. The water reservoir of the Lake Cady system has a capacity of 27,000 cubic metres, which is deemed sufficient to maintain water supply system needs for approximately three weeks, based upon average daily demand.

Raw water flows from the head pond of the system through a gravity fed transmission main to the existing water treatment plant located off South Broadway Avenue. The treated water is stored in reservoirs at an elevation of approximately 100 metres for distribution throughout Cornwallis Park. The water system has a design capacity for 3,000 cubic metres per day; average daily flow is approximately 450 cubic metres.

The quality and quantity of the community's water system is deemed adequate to meet future residential and other land use growth demands, as the service was of sufficient capacity to provide domestic water needs for a much higher demand level when the military base was operational.

The challenges with the water system point to the old cast iron water mains in many locations, and the previous use of copper line laterals to provide most buildings with water service. The Fathom Studio Master Plan for ABDS lands development estimated that approximately 550 metres of new water mains, at five distinct locations, would be required to service the development. One water main near the northeast sector of Marine Drive would entail removal and relocation. All upgrades are intended to maintain a looped system of water distribution.

**Policy 9.4.1** *All new development within Cornwallis Park will be required to be serviced with municipal water and sewer service at time of site development, and where the developer pays all costs associated with the service.*

**Policy 9.4.2** *It is the intent of Council to review the water supply anticipated upgrades to service all land development, on the required works and anticipated costs to the developer, and financial obligations, if any, of the County.*

### SECTION 9.5 SANITARY SEWER

The existing sanitary sewer collection system in Cornwallis Park consists of a series of older pipes, some abandoned pipes, and newer PVC pipes, two pumping stations and a wastewater treatment plant. The treatment plant discharges to the Annapolis Basin.

The design capacity of the sewer treatment plant is 600 to 800 cubic metres per day, with a current discharge flow of approximately 450 cubic metres per day. Upgrades are currently planned within the wastewater system to accommodate peak discharge flows from Acadian Seaplants. Even with the upgrades and increased flows, the sanitary sewer system is deemed to have adequate capacity to service the planned residential growth of Cornwallis Park, as the cumulative flow will be smaller than previous capacities experienced when Cornwallis Park was used as a military training centre.

To accommodate and service planned future growth in Cornwallis Park, it appears that several works programs will be necessary. Select locations will require removal of approximately 380 metres of sanitary sewer mains and laterals, to accommodate proposed building structures. A series of new sanitary mains of an approximate overall length of 850 metres, will also be needed to be installed to service new development. Some additional sewer cleaning and maintenance for sewer lines of low velocities due to minimal grades on the existing sanitary mains, will also be required.

All new sanitary sewer lines will be gravity conveyance, and therefore additional pumping stations will not be necessary.

**Policy 9.5.1** *It is the intent of Council to review the sanitary sewer system anticipated upgrades to service any new land development, on the required works and anticipated costs to the developer, and financial obligations, if any, of the County.*

### SECTION 9.6 STORMWATER MANAGEMENT

From a sustainability perspective, how a community manages its rainwater represents opportunities to reduce the amount of storm water runoff flowing into natural area systems such as Ditmars Brook and the Annapolis Basin. The traditional issues of stormwater often pertained to managing drainage volumes and minimizing risks of flooding. Emerging objectives are to reduce base flows and to minimize the impacts of stormwater.

The greatest opportunities for managing rainwater reside with how new developments are designed and function. Representative 'great practices' for managing stormwater include some of the following: reducing the extent of impervious areas of paved roads, driveways, and rooftops in new developments; advancing opportunities for infiltration of rainwater into the natural ground where it is received; holding back collected stormwater in vegetated detention ponds, and controlling release flows; and moving towards a concept of 'no new net flows' when new land developments occur.

**Policy 9.6.1** *Through the Land Use Bylaw, it is intent of Council to minimize the extent of off-site flow of stormwater by identifying a maximum area of impermeable surfaces such as paved driveways and parking lots, building rooftops, and hard surface amenity areas on development sites, in favour of encouraging more permeable grassed, landscaped and treed areas on a development site to allow natural infiltration of rainwater into the ground.*

**Policy 9.6.2** *It is the intent of Council to generally support the proposed road design profile for new streets advanced by the Fathom Studio Master Plan, wherein grassed areas and trees become part of the adjacent amenity features of sidewalks and the paved road surface.*

**Policy 9.6.3** *Council may consider a new requirement for large, paved parking areas to prepare a stormwater discharge plan, and provide for oil interceptor plate technology within the catchment system to filter oil and other petrochemical residue from motor vehicles using the parking areas.*

## Part 10 Additional Municipal Development Standards

### SECTION 10.1 OVERVIEW

Beyond the text discussion and Policy Statements of the Secondary Planning Strategy, there is an exhaustive number of other community planning issues that require consideration and management regulation. Varied development standards are identified within the Land Use Bylaw according to the use of land, the density of use, the applicable zone and property location.

The policies of this section of the Secondary Planning Strategy are general in nature and address a varied range of additional planning considerations that assist to manage change within Cornwallis Park in a comprehensive manner.

**Policy 10.1.1.** *Council shall regulate the use, density and development of land and buildings within Cornwallis Park through the Land Use Bylaw provisions, regulations and development standards that may vary according to the use, zone, and property location, but not limited to:*

- (a) the identified permitted, accessory and/or prohibited uses of land;*
- (b) conditions of use for specified land uses;*
- (c) development standards to regulate building setback requirements to property line and from watercourses and other water bodies, building height and lot coverage, landscaping requirements and building design provisions;*
- (d) flexibility to allow permitted encroachments of specified parts of a building into the setback areas;*
- (e) requirements for new lots to have frontage on municipal streets or to the provincial highway;*
- (f) standards for corner lots to ensure safe traffic movements and pedestrian circulation;*
- (g) provisions allowing multiple buildings on one development site and multiple uses within one building;*
- (h) requirements for parking and loading/unloading;*
- (i) standards for indoor seating for uses like restaurants and brew pubs;*
- (j) allowances for municipal uses, other government uses, and public utilities to be sited in any zone;*
- (k) provisions with respect to submission requirements of supporting documentation and information for varied applications for a development permit; and,*
- (l) provisions concerning non-conforming uses of land and buildings, and non-conforming uses within a building; and,*
- (m) other provisions with respect to such items as home-based businesses, electric vehicle charging stations, sidewalk cafes, bed and breakfast uses, and similar planning uses that may occur within a community.*

**Policy 10.1.2** *It is the policy of Council to prohibit the keeping of agricultural animals in any zone within the Planning Area where residential uses are permitted except animals on par with 4-H Nova Scotia's hens, rabbit, and waterfowl limited to 3 animals total.*

**Policy 10.1.3** *It is the policy of Council that a recreational vehicle can only be used for temporary housing during residential construction and for a period not exceeding 30 days after the site and building construction is completed, and an occupancy permit is issued.*

**Policy 10.1.4** *It is the policy of Council to prohibit the use of any motor vehicle or recreational vehicle, with or without wheels, registered or not registered, for human habitation, except as noted in Policy 10.1.3.*

**Policy 10.1.5** *It is the policy of Council to prohibit more than one unregistered motor vehicle to be stored on any property in the Neighbourhood Designation within the Cornwallis Park Planning Area.*

**Policy 10.1.6** *It is the policy of Council to prohibit the development of large-scale wind turbines in all zones in the Cornwallis Park Planning Area.*

**Policy 10.1.7** *It is the intent of Council to consider the development of mini and small-scale wind turbines on private property, based on appropriate standards related to proposed height of the structure in relation to adjacent buildings, setbacks to property lines and separation distances of wind turbines to neighbouring property buildings.*

### SECTION 10.2 NON-CONFORMING STANDARDS

Upon the adoption of the updated Secondary Planning Strategy and Land Use Bylaw, there exists the possibility that existing uses of land, buildings and structures may not be in conformance with revised requirements of the Land Use Bylaw. Such uses, buildings and structures are deemed to have been existing before the new planning documents were adopted, and continue to be viewed as legal, but as legally non-conforming.

Non-conforming standards allow for a certain ‘grandfathering’ of legally non-conforming uses, buildings, and structures, while prohibiting or strictly limiting the expansion, renovation or reconstruction of the development except in a manner that conforms to the new Land Use Bylaw. Council may also consider a relaxation provided for within Section 242 of the MGA, primarily through development agreements to enable site-specific reviews and land use development management controls.

**Policy 10.2.1** *It is the policy of Council to regulate non-conforming buildings, structures or uses in accordance with Sections 238 to 241 of the Municipal Government Act.*

**Policy 10.2.2** *It is the policy of Council to prohibit the recommencement on a non-conforming development that has been discontinued for a period of one year or more.*

**Policy 10.2.3** *It is the policy of Council to consider the expansion, alteration, or extension of non-conforming uses, buildings, or structures only by Development Agreement.*

### SECTION 10.3 ACCESSORY BUILDINGS AND STRUCTURES

An accessory structure is a structure or building that is secondary, incidental, ancillary or subordinate to the primary use, building or structure on a property. Accessory Residential buildings are an important facet of residential growth planned for the community. Other accessory structures may include but are not limited to sheds, storage buildings, garages, pools, mechanical buildings, workshops, and gazebos. Within residential neighbourhoods, there is a need to limit the number of accessory structures to minimize their impact on adjacent properties. Council recognizes however that with today’s pressure and demand for more affordable housing, for more diverse housing choices, and to promote the concept of ‘aging in place’, the use of accessory buildings as residential dwelling units shall be permitted where the zoning so provides. Accessory structures may also be used for small-scale business uses, permitted where the zoning allows.

**Policy 10.3.1** *Through the Land Use Bylaw, Council will regulate the use, size, number and location of accessory structures on a property.*

**Policy 10.3.2** *Council shall, through the Land Use Bylaw, enable the use of an accessory building as a residential dwelling unit, or other compatible uses such as home-based businesses, or studios.*

## SECTION 10.4 LANDSCAPING AND FENCING

Sensitive plantings of landscaping can enhance the aesthetic appearance of new development within the community, as well as improve the living environment by preventing erosion, managing rainwater, controlling dust, screening unattractive elements, and acting as a barrier to noise.

Fencing is valuable in site design to enhance privacy, provide for security and screening, and improving the aesthetics of a property.

Council also recognizes that landscaping and fencing that is not maintained can produce negative impacts if left unregulated.

**Policy 10.4.1** *It is the intent of Council through the Land Use Bylaw to require landscaping for all new development, and where subject to Site Plan approval and/or Development Agreement, so as to enhance or preserve the character of areas, to provide appealing streetscape views, to provide for screening and buffers, or to reduce conflict with surrounding land uses.*

**Policy 10.4.2** *It is the intent of Council in all landscaping proposals to encourage the use of native species and plants, selected for their water efficiency.*

**Policy 10.4.3** *It is the intent of Council, to limit the area of impermeable surfaces in all new residential and other developments to reduce the heat-island effect and to promote natural infiltration of rainwater.*

**Policy 10.4.4** *Council shall regulate the fence height and location of fencing in all zones through the Land Use Bylaw.*

**Policy 10.4.5** *Council shall require fencing for the screening of storage areas that contain unsightly materials.*

## SECTION 10.5 OUTDOOR LIGHTING

While outdoor lighting is useful for safety and security, it can become a nuisance if it is improperly directed, or of a colour or intensity that causes off-site glare. Excessive lighting can also contribute to light pollution and increased energy use. Where lighting is proposed in a development, consideration will be given to the type, intensity, colour and location of lighting, and its proper installation to avoid interference with nearby properties.

**Policy 10.5.1** *In all new developments, the type, intensity, colour, and location of lighting may be reviewed and regulated to minimize energy used, and to reduce the impact lighting creates on properties in the surrounding area.*

## SECTION 10.6 OUTDOOR STORAGE AND DISPLAY

Outdoor display of goods for sale, and the outdoor storage of raw materials, supplies and equipment, can be unsightly and create nuisance and hazards. To reduce the impact of this form of land use activity, regulatory controls will be placed on outdoor storage and display.

**Policy 10.6.1** *Council shall regulate the outdoor display and storage of goods and materials in all residential, commercial, and industrial zone areas.*

## SECTION 10.7 SIGNAGE

For many developments, signs and public displays of advertising are an important part of their function. Signs are also subject of frequent debate because they raise concerns about appearance, their



illumination, maintenance standards, and their compatibility with neighbourhood and community character. In this manner, signs have the potential for creating public nuisance and hazards.

Regulation of signage helps to ensure traffic safety and to promote positive community aesthetics.

**Policy 10.7.1** *It shall be the policy of Council, to prohibit signs that create hazards to traffic or pedestrians, constitute a public nuisance, or are incompatible with the community character of Cornwallis Park.*

**Policy 10.7.2** *Council shall regulate the height, maximum area size, illumination, and location of signs to minimize hazards and nuisances.*

**Policy 10.7.3** *Council shall manage the impact of signs on the landscape, streetscape, and skyline, and ensure that the nature, imagery, wording, size, and location of signs permitted in varied zones of the community, are appropriate for the character, and are compatible, with these zoned areas.*

### SECTION 10.8 TEMPORARY DEVELOPMENT

For the new development of housing anticipated for the community, there are a variety of temporary uses and structures that will be required to operate on a temporary basis. These examples may range from model and show-suites associated with new residential and commercial developments, large tents, markets, fairs, festivals and other community, business, and cultural events. Such temporary uses will be permitted in all zones, but the types of temporary events allowed in each zone will vary according to zone type, to ensure that existing residential neighbourhoods are not adversely impacted.

**Policy 10.8.1** *Council shall regulate temporary uses and structures through the Land Use Bylaw.*

### SECTION 10.9 TELECOMMUNICATIONS INFRASTRUCTURE

Industry Canada is the federal licensing authority for all forms of telecommunications facilities. Health Canada provides advice on safe levels of exposure to telecommunications frequency fields to Industry Canada. Industry Canada accordingly requires that all radio stations/communication towers are operated within the guidelines established by Health Canada.

The federal Government does recognize that municipalities may have an interest in the location of antenna structures and has therefore instituted a policy to allow for community review and comment. The intent is that municipal concerns may be taken into consideration when determining whether to issue a license or any conditions that may be imposed.

In an effort to inform citizens and property owners of any such infrastructure within the Planning Area of Cornwallis Park, upon receipt of notification to the County of Annapolis of intent of a proponent to construct such utilities, Council will notify all adjacent landowners and advise them of the proposal details, the proponent, and the Federal agency responsible for regulating the industry.

**Policy 10.9.1** *It shall be a policy of Council to notify landowners within 305 m (1,000 ft) of the location of a proposed communications facility with the following information:*

- *The intent of the proponent, and relevant details of the proposal; and*
- *The contact information for the Federal authorities responsible for regulating the proposed utility;*

**Policy 10.9.2** *It shall be the policy of Council to encourage the proponent for a new telecommunications proposal within Cornwallis Park to host a public information meeting with residents.*

## Part 11 Implementing the SPS

### SECTION 11.1 IMPLEMENTING THE SECONDARY PLANNING STRATEGY

Implementation of the Secondary Planning Strategy commences with the effective date of its enactment. The Strategy then becomes Council’s policy framework to manage growth and development issues within Cornwallis Park. The companion Land Use Bylaw serves as the regulatory means to realize the Plan policies.

The day-to-day implementation of the Secondary Planning Strategy, and the Land Use Bylaw, resides with municipal planning staff working with Council, area advisory committee, members of the public, property owners, external agencies, with the land and building development community, and others. Often the Subdivision Bylaw additionally comes into play.

Staff manage land development proposals, amendment applications such as rezonings and development agreements, subdivision of land requests, and other development submissions, and respond daily to land use planning questions from residents and the business community.

Through these tasks, the Secondary Planning Strategy and the Land Use Bylaw become the primary municipal goalposts to shape community building in Cornwallis Park.

### SECTION 11.2 RELATIONSHIP OF MUNICIPAL PLAN AND LAND USE BYLAW

The land use policies, expressed as Policy Statements, within this Secondary Planning Strategy are implemented through the regulations established within the companion Land Use Bylaw. The regulations and provisions of the Land Use Bylaw are intended to reflect the policy direction of the Planning Strategy. The Land Use Bylaw assigns zoning categories for different lands and land areas of the community, identifies the permitted uses allowed, defines the development standard requirements and outlines the uses and circumstances where proposed development of land may occur by Development Agreement and Site Plan approval.

#### Land Use Zones

**Policy 11.2.1** *Cornwallis Park Land Use Bylaw shall outline, in text wording, the varied zones to manage land, each zone’s permitted uses, and the development standards applicable to each zone category, so as to reflect and implement the land use management control and development policies of the Cornwallis Park Secondary Planning Strategy. The Zoning Map, attached as Schedule A to the Land Use Bylaw, shall represent the map format to illustrate the location and geographical extent of all zones. The following zones, and their abbreviated zone name, shall be established in the Land Use Bylaw:*

<i>Parkland Open Space Zone</i>	<i>POS</i>
<i>Residential Low Density Zone</i>	<i>R1</i>
<i>Residential Medium Density Zone</i>	<i>R2</i>
<i>Residential Multi-Unit Zone</i>	<i>R3</i>
<i>Commercial Zone</i>	<i>C1</i>
<i>Highway Commercial Zone</i>	<i>C2</i>
<i>Industrial Zone</i>	<i>IND</i>
<i>Community Development Zone</i>	<i>CD</i>

## SECTION 11.3 AMENDMENT TO THE MUNICIPAL PLAN OR LAND USE BYLAW

As the community grows and evolves, and as external economic, environmental and social conditions and constraints change, or as new trends within the development community unfold, or to accommodate a specific development proposal of significant community benefit, there may be need for municipal staff and Council to carefully consider amendments to the Policy Statements of the Secondary Planning Strategy or to the designations of the Future Land Use Map, and/or revisions to the requirements of the Land Use Bylaw or to the Zoning Bylaw map.

Rezoning of land is an often-used practice for developers to use to gain another use of land for a property, or to secure a greater density of use of the land. Another form of an amendment may simply be to pursue 'housekeeping changes' to the planning documents to better allow its administration.

While not as an extensive planning process as a Municipal Plan and Land Use Bylaw five year review and/or update, the amendment process, as identified by the Municipal Government Act, remains a transparent and open process that entails public participation and comments, notification to adjacent municipalities and to the Provincial Director of Planning, website notices informing the public of the intention to amend the Plan and/or Land Use Bylaw, a public hearing, and approval of the Province. The amendments may be initiated by the County, by a request from a member of the community, or upon amendment application to the County by a property owner, or by a developer representative authorized by a property owner.

Council is under no obligation to approve either a Secondary Planning Strategy and/or Land Use Bylaw amendment unless the current Plan and/or Bylaw are in conflict with the Municipal Government Act. The intent is for Council to consider staff's report and recommendation for the amendment, to consider the Policy Statements of the Secondary Planning Strategy, to listen to the public's thoughts through early consultation and at the Public Hearing, to receive comments from external provincial agencies and from municipal representatives, to review qualified professionals' reports and recommendations if applicable, and to determine what decision on the amendment deliberation best serves the interests of the community.

### Text Amendment to Plan and/or Land Use Bylaw, Development Agreement and Site Plan Approval

**11.3.1** *Council may consider approval of a text wording amendment to the Policy Statements of the Secondary Planning Strategy, requirements of the Land Use Bylaw, Development Agreement or Site Plan Approval, where the proposal is in accordance with the following criteria:*

*(a) is consistent with the overall planning direction and intent of the Secondary Planning Strategy;*

*(b) does not seek to change the permitted uses within a zone category of the Land Use Bylaw, and if so, will require a companion amendment application to the Land Use Bylaw;*

*(c) a small wording error has occurred by an inadvertent administrative oversight in the Secondary Planning Strategy and/or Land Use Bylaw, or a wording amendment will enable more efficient interpretation and understanding of the Policy Statements and/or Land use Bylaw provisions;*

*(d) does not conflict with any Provincial regulations or programs that are in effect, or conflict with any other County bylaws or regulations; and*

*(e) is not deemed premature due to:*

*(i) offsite deficient services such as inadequate sized downstream water or sewer lines, or trunk mains, or insufficient offsite roadway capacity or roadway conditions;*

*(ii) the adequacy of water, sewer, stormwater and road services to support a development;*

## CORNWALLIS PARK SECONDARY PLANNING STRATEGY

(iii) the inability of the County to absorb public cost impacts, such as increased policing services or fire department protection, that will result from the proposal;

(iv) the potential creation of increased traffic to a level that may cause hazardous or congestion conditions at the intersection of Broadway Avenue with Highway 1, or have a detrimental effect on proposed or existing bicycling and/or pedestrian walking networks, or disrupt the existing character and quiet of residential neighbourhoods;

(v) the ability of fire protection services and equipment to adequately respond to an emergency situation, such as having a ladder truck of a specific height to fight structural fires;

(vi) the capacity and capability of Clark Rutherford Memorial School to accommodate additional students that may originate from the proposal;

(vii) the land use compatibility with adjacent land uses, and the potential to diminish the use, enjoyment and prosperity of adjacent properties as a result of the proposal;

(viii) the suitability of the site with regard to slope and grade of the land, geotechnical stability, soil conditions and past uses;

(ix) the locational characteristics of the site in relation to environmental sensitivities such as wetlands and watercourses either located on the site, or on adjacent or nearby properties;

(x) the potential impacts on any known species at risk;

(xi) proposed vegetation and soil removal, and significant disturbance to existing tree canopy on the site;

(xii) the potential for erosion and/or siltation impacts to adjacent properties, or to a watercourse, or the possibility of some additional air borne and other forms of pollution to the community;

(xiii) the potential to create drainage issues or flooding on subject site, or to area properties;

(xiv) the potential for an increased level of climate change risks from the site; and/or,

(xv) offsite glare and light pollution, and livability impacts to adjacent properties, and impacts on dark sky views.

### Qualified and Registered Professional Report

**11.3.2** In addition to any other information provided by an amendment applicant, Development Agreement or Site Plan Approval, Council may require any or all of the following information to be prepared by an appropriate qualified and registered professional, solely at the applicant's cost, and at a level of detail and relevance to the site for Council to determine whether the criteria for amending the Land Use Bylaw have been satisfactorily addressed:

(a) Professionally prepared site plan, drawn to scale, that identifies features that include, but are not limited to:

(i) Topography of the property at 2.0 m contour levels and identification of any portions of the site where the slope exceeds 10%;

(ii) Legally surveyed dimensions of all existing and proposed property lines and lot area sizes;

(iii) Location of the zoning boundaries in relation to the property;

(iv) Use, location and dimensions of existing and proposed structures, and their setbacks to property lines;

- (v) *Proposed density for the site;*
  - (vi) *Location of existing sensitive environmental features on the property, including wetlands and watercourses; and trees adjacent to such natural features;*
  - (vii) *Where the site is located near the Annapolis Basin, the site's elevation in relation to the minimum coastal elevation for site development and building construction;*
  - (viii) *Proposed type and amount of site clearing, and the number of new trees proposed to be planted;*
  - (ix) *Location of any proposed buffers or improved screened leave-strips to adjacent properties;*
  - (x) *Location of water and sewer, and other utilities, in relation to the site;*
  - (xi) *Proposed stormwater management for the site, and calculated volume of off-site discharge;*
  - (xii) *Location and dimensions of existing proposed roads to service the site, and location of existing and proposed connections to the bicycle and pedestrian walking trail network;*
  - (xiii) *Location and dimensions of existing and proposed driveways, parking lots, egress/access locations, and parking spaces layout; and/or,*
  - (xiv) *Location and dimensions of any existing or proposed parkland associated with the development, and any proposed improvements for the parkland space.*
- (b) *Elevation drawings of existing and proposed structures, including but not limited to, design detail of the building to the street, dimensions of the proposed building and exterior materials;*
- (c) *Site grading plan to a 1.0 m elevation detail;*
- (d) *Detailed landscaping plan identifying landscape improvements to the site, to the frontage of the property, to parking areas, to adjacent properties and adjacent to proposed buildings;*
- (e) *Drainage and erosion control management plan, including identification of the area extent of permeable surfaces on the post-development property;*
- (f) *Hydrological assessment to determine groundwater resource volumes, and pre and post-development infiltration rates and quantities;*
- (g) *Traffic impact study that evaluates the daily volumes of vehicles to be generated from the site and the impact to, and ability of, the existing off-site road, bicycle and pedestrian networks to accommodate the traffic proposed to be generated by the proposed development;*
- (h) *A geotechnical study;*
- (i) *Environmental study, not limited to, but related to the sensitive natural features on the site, climate change, environmental contamination, and any Species at Risk issues; and/or,*
- (j) *Any or all of a noise study, a vibration study, a shadow study, a wind study and a odour nuisance study.*

### Land Use Bylaw Mapping Amendment

**11.3.3** Council may consider amendments to the maps of the Secondary Planning Strategy and to the Land Use Bylaw when at least one of the following conditions is true:

- (a) *Council deems the mapping amendment(s) to be in the public interest for the community; or,*

*(b) a non-conforming use appears to have been created, because of an inadvertent administrative oversight in preparation of the Secondary Planning Strategy and/or Land Use Bylaw and resulting in a property being zoned inconsistent with the stated policies of the Secondary Planning Strategy.*

**11.3.4** Council shall not amend the map of the Land Use Bylaw unless Council is satisfied that:

*(a) Proposal meets the applicable zone placement and location considerations established within the Secondary Planning Strategy policies, or elsewhere within the Plan where it is applicable to the proposed zone; and,*

*(b) Proposed zone and permitted uses meet the criteria identified within **Policy 11.3.1** and where deemed necessary, the additional information identified within **Policy 11.3.2**.*

### SECTION 11.4 DEVELOPMENT AGREEMENTS

A development agreement is a written legal agreement, achieved through negotiation, between Council and a property owner. Its primary purpose is to enable land uses that would not otherwise be permitted in a zone. In this manner, it represents a flexible approach to land use planning within Cornwallis Park.

Development Agreements place site specific conditions on the location and design of a development and are recorded against the title of a property. It may be viewed as a land use contract.

The content of a development agreement is negotiated between the applicant and the County and is guided by the policies of the Secondary Planning Strategy, as well as site specific goals such as minimizing impacts on neighbours or limiting the hours of operation of a commercial use, or an additionally achieving a higher level of design control of a proposed structure in return for a negotiated benefit to the applicant.

Development agreement applications must be considered through a public process involving nearby neighbour participation, Planning advisory committee meetings, public consultation and engagement, and a decision by Council. Within this Strategy, two sites have been identified as locations for Development agreement.

**Policy 11.4.1** *The vacant and undeveloped R2 zoned lands located within the south portion of the community, to the general south of the Dingle Rd, Brig Lane and Hillside Drive, and on the east and west sides of Ditmars Brook, shall be deemed as a Development Agreement area, and shall be subject to review for any proposal for manufactured and mobile homes within a land lease community, and for any other development of land.*

**Policy 11.4.2** *The vacant and undeveloped R2 zoned site located on the south side of Highway One, and to the south and east of Harbour View Crescent, shall be a Development Agreement Area to allow for a comprehensive site evaluation of environmental, topographical and other evaluative determinations, prior to consideration of a Residential Medium Density development.*

**Policy 11.4.3** *The general criteria that the Development Officer and Council will additionally use in its consideration of a Development Agreement application shall be that criteria expressed within **Policy 11.3.1** and **Policy 11.3.2**.*

**Policy 11.4.4** *Council shall additionally have concern for, and require information for, the proposed development phasing of the development, time limits for construction, on-going maintenance of the development, requirements for adequate performance bonding or security to ensure that all the required infrastructure works and site design elements are completed in an appropriate and timely manner, ensuring that no part of the development under the development agreement shall be done in a manner that compromises the future development on the site or on nearby lands, and any other matter determined by Council.*



**Policy 11.4.5** Council may consider proposals to enter into a Development Agreement, pursuant to Sections 225 through to 230 inclusive of the *Municipal Government Act*, and in accordance with the applicable policy statements of the Plan for Development Agreements, and in a minimum, a Development Agreement shall:

- (a) Specify the development intent, land uses, permitted uses, expansion, alteration or change permitted;
- (b) Specify the conditions and design considerations under which the development may occur; and,
- (c) Identify the terms by which Council may terminate and discharge a Development Agreement.

**Policy 11.4.6** Council shall enable the Development Officer to require submission of all relevant background information related to Development Agreement review criterion from the applicant, to facilitate an appropriate level of Municipal review, and preparation of a comprehensive report and recommendation to Council.

**Policy 11.4.7** Council is under no obligation to approve a Development Agreement application.

### SECTION 11.5 SITE PLAN APPROVALS

For all residential proposals, and for commercial and industrial land use development applications of a certain scale, Council will require additional information detail on the proposed development through a Site Plan approval, as per Sections 231 to 233 inclusive of the *Municipal Government Act*. While not as onerous as a Development Agreement application process, the Site Plan review provides staff, Council, and neighbours adjacent to a development property an opportunity to evaluate the site planning intent for the proposal.

Through the Site Plan review process, the County can negotiate with a developer certain site-specific item such as landscaping, fencing, building placement, parking, lighting and impacts to neighbouring properties, as a condition of receiving a Development Permit to proceed with the development.

**Policy 11.5.1** Council shall, through the Land Use Bylaw, utilize Site Plan approval for all proposed zone developments that are subject to design management, as a mechanism to provide additional site planning detailed information, and where feasible, to provide flexibility in the manner that land use development design guidelines, standards and controls apply to the property.

**Policy 11.5.2** Council shall require written undertaking from the landowner on the agreement to the approval of the Site Plan, prior to issuance of a Development or Building Permit.

**Policy 11.5.3** It is the intent of the County to inform the property owner that Site Plan approval is specific to the property and will continue to apply if the property is sold, unless said Site Plan is discharged by Council.

### SECTION 11.6 DEVELOPMENT PERMITS

When a land use development applicant has satisfactorily addressed all conditions of approval, including Council approval of an application where applicable, the Development Officer will issue a Development Permit.

**Policy 11.6.1** No land or building development shall be authorized to occur within Cornwallis Park until the Development Officer has issued a Development Permit to enable the development to proceed.

**Policy 11.6.2** Where it has been determined by the Development Officer that an application for a Development Permit has been approved based on false or incorrect information, or the Development Permit was issued in error, the Development Officer may revoke the Permit

### SECTION 11.7 NOTIFICATION

When an amendment proposal to the Secondary Planning Strategy, and/or the Land Use Bylaw comes forward, and it is not deemed to be general in nature, but in response to a specific land or building development, or when Council has given notice of its intent to adopt a Development Agreement, or when a Variance or Site Plan approval is considered, notification of the amendment, development agreement, or other applicable application, shall be communicated and shared with residents of the Cornwallis Park community, in the following manner.

**Policy 11.7.1** *Mailed notice of the amendment proposal or Development Agreement intent to adopt, and for a Variance or Site Plan approval consideration, shall be provided to all assessed property owners within 60 m (196.85 ft) of the property lines of the property that is subject to the proposed amendment or development agreement.*

**Policy 11.7.2** *Council may, in any matter, choose to extend the public information process more widely, require the Development Officer to notify all landowners within a minimum 61 metre (200 foot) radius affected area by personal service or regular mail, require more advertisements or more information in the advertisement or otherwise vary the public information process, so long as the minimum is met.*

**Policy 11.7.3** *It is the intent of Council to identify within the Land Use Bylaw provisions regarding an administration deposit fee from a development applicant for Amendments, Variances, Development Agreements and Site Plan approvals to cover the costs of all advertising and notification, with respect to the application.*

### SECTION 11.8 MANAGEMENT OF SUBDIVISIONS

Subdivision of land means the division of a lot, a property, or a parcel of land into two or more lots, for the general purpose of creating additional parcels of land for building development, or for future sale. Lot consolidation is also a form of subdivision where internal boundaries of land are adjusted to create two lots of a different shape but having the same overall lot area size.

If the Land Use Bylaw allows for the subdivision of a specific parcel of land, the Subdivision Bylaw for the County of Annapolis regulates the subdivision of land, and establishes criterion related to water and sewer servicing, road standards, servicing agreements and other subdivision requirements. Council's policy position on servicing requirements for subdivision of land focuses on the developer being responsible for all works and costs.

The Land Use Bylaw and Subdivision Bylaw are administered by a municipal staff person(s) in the role of Development Officer, and as appointed by the County of Annapolis Council. The Development Officer upon the review of the Secondary Planning Strategy, the Land Use Bylaw, the Subdivision Bylaw, public consultation and engagement, external agency requirements, and other considerations, is responsible for issuing Development Permits in accordance with the Land Use Bylaw.

**Policy 11.8.1** *Council shall adopt a Land Use Bylaw, and fashion the existing Subdivision Bylaw in a manner, that is consistent with the intent of the Secondary Planning Strategy.*

**Policy 11.8.2** *Subdivision of land within Cornwallis Park shall be regulated through the County of Annapolis Subdivision Bylaw for roads, servicing of water and sewer, stormwater, parks levy and other requirements, and where the developer is responsible for all subdivision costs.*

**Policy 11.8.3** *The Subdivision Bylaw shall:*

*(a) Be applicable to Cornwallis Park;*

*(b) Ensure that any subdivision, with the exception of lots created using the variance provisions of Part 9 of the NS Municipal Government Act, conforms with the lot area size requirements specified within the Land Use Bylaw;*

*(c) Establish requirements and standards for roads, water and sewer servicing, and other publicly owned infrastructure, to support the subdivision;*

*(d) Include provisions for dedicating land for parkland, or providing an equivalent financial value for the parkland to be dedicated, or for varied combinations thereof;*

*(e) Address all applicable requirements of the Provincial Subdivision Regulations that are in effect; and,*

*(f) Contain any other necessary provisions that are required to fulfill the intent of the Secondary Planning Strategy.*

**Policy 11.8.4** *Council shall maintain the appointment of one or more Development Officers to administer the Land Use Bylaw and the Subdivision Bylaw, and to issue, deny or revoke approval of permits under these Bylaws.*

### SECTION 11.9 VARIANCES

The Development Officer derives authority from Section 235 of the Municipal Government Act to grant relaxation in the requirements of the Land Use Bylaw in the form of 'variances'. The Act defines the conditions when such variances may be considered, the specific Land Use Bylaw provisions that are applicable, and the planning process to approve variances.

For Cornwallis Park, there is a need to consider neighbourhood character impact of the variance, the fit of the proposed variance with adjacent residential homes, structures or land uses, and the potential precedent that the variance may create in encouraging subsequent variance applications for additional departures from the intent of the regulations and standards of the Land Use Bylaw.

In this sense, it will be important for the Development Officer to consider a host of factors and planning issues in assessing the merits of a variance application, and determine whether, in their view, a deviation from the standards of the Land Use Bylaw is in the best interests of the community.

### SECTION 11.10 APPLICATION SUBMISSION INFORMATION

Land use applications for Secondary Planning Strategy amendments, for Land Use Bylaw text or mapping amendments, Rezoning, Development Agreements, Site Plan approvals, Variances and for Subdivisions, individually need to provide a sufficient level of information to the County for staff and Council to adequately review the application.

**Policy 11.10.1** *It is the intent of Council to require all land use development applications to provide an adequate amount of professionally prepared written information, mapping drawn to scale and other site detail, to enable a thorough review and due consideration of the proposal, including any or all of the following indicative types of information detail:*

*(a) Property ownership verification, recently dated application signature(s) by all owners of the property, legal description of the property, and map/civic address location of the proposed development site;*

*(b) Physical and environmental context of the site, including topography and slope analysis, elevations, environmental sensitive features including any Species at Risk, natural drainage patterns on site, soils and geological conditions, pre/post development vegetation and tree canopy cover, property dimensions and area size;*

*(c) Existing and proposed building(s) location, dimensions, height, setbacks to property lines;*

*(d) Water and sewer servicing detail required for proposed site development, and information detailing how on-site stormwater will be managed;*

*(e) Proposed access/egress to property and condition of adjacent roadways, volume of traffic expected to be generated from proposed development, and information related to onsite parking and loading bays, if applicable;*

*(f) Site detail regarding proposed landscaping and interface treatment to adjacent properties; and,*

*(g) information related to proposed mitigation of any potential nuisance impacts of noise, odours, dust, vibration, illumination, shadow effect, and any other possible public safety concerns related to the development.*

### SECTION 11.11 IMPLEMENTATION, REVIEWING AND UPDATING MUNICIPAL PLAN

As Cornwallis Park evolves over the next five years and beyond, there will be a need to annually monitor, periodically review and update the Planning Strategy to maintain its relevancy to current residential and other development demands of the community. It is acknowledged that while considerable effort has been expended to be thorough in preparation of this Plan, the technologies, market conditions and values of community members will likely change over time.

**Policy 11.11.1** *It is the intent of Council to annually monitor the relevancy of the land use planning policy direction for Cornwallis Park, and where and when required, to initiate a housekeeping errors and omissions review for possible amendment revisions.*

