COUNTY of ANNAPOLIS

NATURALLY ROOTED

Cornwallis Park Plan Review

DRAFT SECONDARY PLANNING STRATEGY

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CORNWALLIS PARK SECONDARY PLANNING STRATEGY

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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 of Chapter 18 of the *Act*.

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' take 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 ROLE OF THE SECONDARY PLANNING STRATEGY

Municipal Planning is about having an organized view of how we would like our communities to look and function in the future. Over the past 100 years, Community Plans have guided villages, towns, cities, and regional areas throughout Canada in addressing growth, development, and other management issues.

This Secondary Planning Strategy 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. The Secondary Planning Strategy (i.e. SPS, Municipal Plan, Community Plan, the Strategy) 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.

The Municipal Plan 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**.

A companion planning document, the Land Use (i.e. Zoning) Bylaw, and its associated maps, 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.

"*Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.*" - **World Commission on Environment and Development (WCED) Our Common Future, Oxford University Press, 1987, p. 43.**

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, including the former military lands and buildings owned by Annapolis Basin Development Society (i.e. ABDS) and formerly known as Cornwallis Park Development Association and also previously known as the Annapolis Basin Conference Centre.

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. A general review of the Plan is intended be undertaken five years after its adoption to ensure its continued relevancy to the local context and amended as necessary. A comprehensive review and update is required before ten years after its adoption.

PLAN ADMINISTRATION POLICIES

Policy 1.1.1 *Council shall utilize the Future Land Use Map (FLUM) as Map 1 attachment to the Secondary Planning Strategy to identify the land use designations for all property located within Cornwallis Park.*

Policy 1.1.2 *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 1.1.3 *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 1.1.4 *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 1.1.5 *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 Nova Scotia Municipal Government Act.*

1.1.1 LEGISLATIVE AUTHORITY

This Secondary Planning Strategy (i.e. SPS), its companion Land Use Bylaw (i.e 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.

1.1.2 PLAN CONTENT

The Nova Scotia *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. The *Municipal Government Act* requires that at a minimum, Policy Statements must be included within the Planning Strategy with respect to the following applicable land use categories: Residential; Commercial and Industrial; Institutional; and Recreational and Open Space uses.

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.

The text discussion content of the Municipal Plan is varied and included 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, to shop, to pursue recreation and volunteer, to be close to nature, to be entertained, and to 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 firstly outlines the physical setting of Cornwallis Park, provides brief history of the community, captures a snapshot of local demographics, discusses current land use

patterns, and identifies varied emerging community planning questions. Statements of Provincial Interest are additionally provided.

The concluding section of the Municipal Plan document provides direction for implementing the updated Secondary Planning Strategy.

1.1.3 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:

Parkland Open Space (POS)

Residential Low Density (RLD)

Residential Medium Density (RMD)

Residential High Density (RHD)

Commercial Basinview Centre (CBC)

Commercial Mixed Use (CMU)

Commercial (C)

Light Industrial (IND)

Public Use (PU)

1.1.4 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.

1.1.5 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 plus, the former Canadian Forces Base Cornwallis' revenue generation, lands and buildings, and community, have 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 the 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 Secondary 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 Municipal Plan.

The value of the Municipal Plan for Cornwallis Park resides with the inherent opportunity 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 redevelopment success.

1.1.6 MARKET ELEMENTS OF SUCCESS

It is acknowledged that the primary function of 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 Municipal Plan, land, labour, and capital will be the primary prerequisites for land development and building activity interest in Cornwallis Park.

For example, the most likely significant land area for future residential growth in the community will be the lands owned by the Annapolis Basin Development Society (ABDS). It will be incumbent upon Annapolis Basin Development Society to make available an affordable serviced land supply for development and pursuing sales in accordance with the land use and zoning designations identified through the plan update.

The land development and construction industry also need to become confident, given current high interest rates, that strong residential and other market demand exists for Cornwallis Park, and that capital investment in land and building development will result in economic success.

Given these challenging economic times and the community’s distance from a major urban population base to create ready demand, fostering partnerships will be essential. 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 take interest in project potential in Cornwallis Park to create affordable, accessible, and socially inclusive housing, and market housing, represents another potential initiative. Establishment of

partnerships will likely serve as the catalyst to initiate development momentum and to provide the investment confidence for the complete community remake of the planning area.

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 these indicative 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.

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 commercial and community development 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 and an oceanfront pathway, 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.

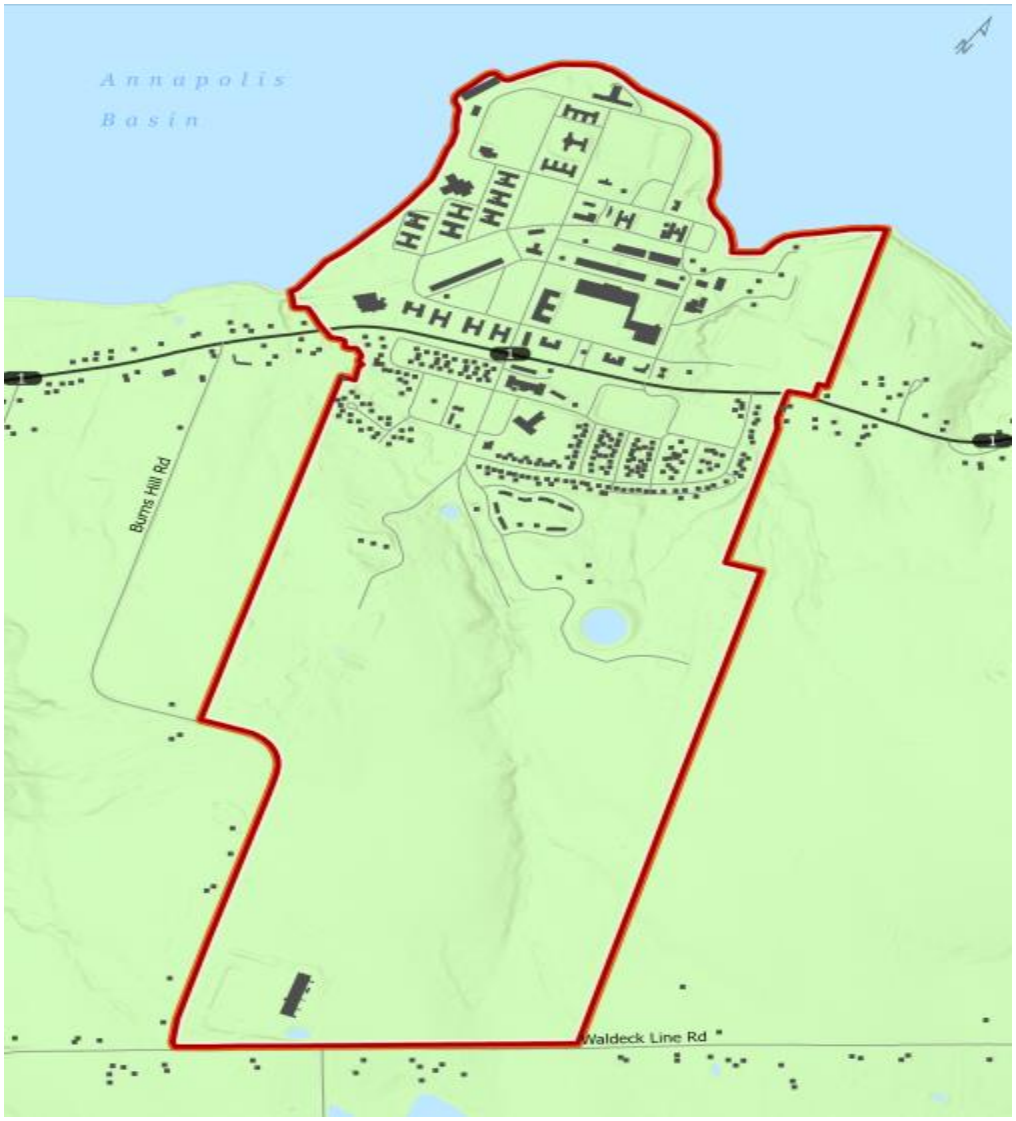
SECTION 1.2 BACKGROUND DISCUSSION

1.2.1 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.

1.2.2 CORNWALLIS PARK PLANNING AREA

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 lands and military buildings of former CFB Cornwallis are the most visible landmarks, along with well-established industrial manufacturing businesses, a former YMCA, a closed grocery outlet and vacant commercial floorspace, parkland/open spaces, an underutilized athletic playing field, an undeveloped rail corridor connector, a grid-like street network, a helicopter landing pad, a wastewater treatment plant, and the newly opened and fully accessible Annapolis Tidal Beach Park on oceanfront lands.

Interestingly the lands of the peninsula are predominantly owned by three primary land entities, namely a major industrial business including Acadian Seaplants, the Annapolis Basin Development Society, and the Basin Centre commercial/former YMCA centre. These lands are augmented with the varied land ownership of 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. This approximate 183 ha (452 acres) area primarily consists of a mix of residential homes and dwellings, neighbourhood 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, extensive undeveloped forested vacant lands, a small nature based hiking trail called the Cornwallis Park Interpretive Hiking Trail 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 designated for protection as a watercourse corridor.

Beyond the privately owned residential housing properties, the school site, municipal parcels of land, and other land holdings, the Annapolis Basin Development Society represents the largest and primary landowner within the community, particularly within the southern portion of Cornwallis Park.

PLANNING AREA POLICY

Policy 1.2.2.1 *The Planning Area for Cornwallis Park shall be those lands identified by the map for the Planning Area, included as Figure 2 to this Secondary Planning Strategy.*

1.2.3 EARLY HISTORICAL CONTEXT

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.

MI'KMAQ RECOGNITION POLICY

Policy 1.2.3.1 *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.*

1.2.4 THE 1990'S

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

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, and 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 renown 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. The 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 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 into 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 1.3 UNDERSTANDING THE COMMUNITY

Developing responsive land use planning policies for a community entail 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.

1.3.1 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 kilometres 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, have 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.

1.3.2 LOCAL POPULATION

The Census in 2021 identified the population of Cornwallis Park as 488, a growth increase of 53 persons or 12.2% from the 435 residents living in the community in 2006, and a 1.9% population change from five years previous in the Year 2016. While the percentile figures convey a positive rate of population growth, the low number of actual population gains signifies that local population is stable but growing modestly.

1.3.3 AGE PROFILE

Of the approximate 488 persons residing within Cornwallis Park, the largest age groupings show as:

- Individuals 65 years and over are represented by 170 persons, or 35% of the local population.
- Working age persons aged 20 to 64 years include 245 persons, or over 50% of total population.
- Youth aged 0 to 19 years include 75 persons, revealing 15% of local people are young residents.

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.

1.3.4 MOTHER TONGUE OF LANGUAGE

Over 98% of the local population reported English as their primary language spoken. Approximately 12% of residents 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 the Ukraine and foreign workers, most of whom are enrolled to learn English.

1.3.5 HOUSEHOLD AND FAMILY CHARACTERISTICS

The 2021 Census identified that of the 235 total private households in the community, 45% were two person households and 21% were three or more person households. There were 80 households however, that only consisted of one person.

Most family units, nearly 80%, consist of either married, or common-law couples. Conversely, a total of 35 one-parent families resides within the community, and over 60% of the children under 19 years of age living in Cornwallis Park are part of a one-parent family.

Collectively the characteristics of the local population reveal its core strength in married couples, but a planning concern resides with varied issues: the proportionally large number of local one-person family units including a high number of single persons over 65 years of age, with the notable incidence of lone parent families, and a high number of local children residing with a single parent.

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. This is an important planning consideration in estimating future population levels on a dwelling unit basis. That is for a proposed development project of 100 residential units, a projected population from the development would be in the range of 200+/- persons.

1.3.6 HOUSING TYPES

Of the 259 residential dwellings units existing today, the types of housing are diverse, noted as follows:

- Single unit detached residential homes - 97 dwellings
- Duplex, triplex and fourplex buildings - 97 dwellings
- Apartments and condominiums - 65 dwellings

Nearly 2/3's of residents live in a form of housing with a density greater than single unit homes.

1.3.7 AGE OF HOUSING

Census information from 2021 identifies the construction age of local residential homes:

- Built on/before the Year 1960 - 130 homes
- Built between 1961 and 1980 - 50 homes
- Built between 1981 and 1990 - 40 homes
- Built between 1991 and 2000 - 10 homes

The greatest proportion of local homes, 52%, were constructed over 63 years ago. Given this age of housing, the Census data additionally identifies that over 10% of housing was reported to need repairs.

As significant is the minimal levels of new residential dwellings constructed over the past 20 years.

1.3.8 HOUSING OWNERSHIP

Nearly two-thirds of all households residing in Cornwallis Park in 2021 owned their dwelling units, but nearly 66% of these property owners still had a mortgage.

There also remains a high number of 85 residents who rent. More surprisingly, 30% of these renters were reported to be spending 30% or more of their income on shelter costs. This data indicates a need for a greater inventory of newer residential dwelling units and for more affordable housing choices.

1.3.9 EDUCATION LEVELS AND LABOUR FORCE PARTICIPATION

Most Cornwallis Park residents were noted as having graduated from high school, or have received post-secondary educational diplomas, certificates and/or university degrees. Thirty-five individuals have apprenticeship or trades training, including 20 persons in construction trades. In other words, residents of Cornwallis Park are well educated.

Census data indicates that nearly 52% of residents in 2021 aged 15 years and older, or 220 persons, participated in the labour force. Of these, 175 were employed and approximately 20% were unemployed at some juncture during the census year.

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 – only 20 persons reported walking to work. More than 3/4's of all workers had commuting distances of 15 minutes or more to travel to their workplace. This conveys that there remains an out-migration of daily workers to workplace destinations located outside of the community.

1.3.10 INDIVIDUAL AND HOUSEHOLD INCOME LEVELS

The best available information on income data for residents primarily comes from the 2021 Census.

The Census statistics for Cornwallis Park reported that 81% of residents aged 15 years and older received some level of income in 2019 and 2020. The ratio of those local persons receiving employment income from working jobs was marginally higher than those residents who received government transfer payment incomes from pensions *et al*. This is indicative of many local individuals being of working age, and conversely a sizeable proportion of the local population being in the retirement stage of life.

For those who worked full-time year during 2020, average incomes for individuals were $39,000. Those who worked part-time or part of the year had average employment incomes of $15,600. Approximately 18% of residents received some level of employment insurance benefits during 2019 or 2020.

On the other side, a total of 145 residents, representing approximately 36% of local income earners, had annual total 2020 incomes greater than $40,000.

The household level of incomes conveys another level of understanding. For example, the average total annual income of two or more person households in 2020 was $69,500. One person households had average total incomes of $38,000.

The data clearly conveys the critical importance of local and regional area jobs for working age Cornwallis Park residents and households to maintain a consistent level of income.

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. This economic status has varying municipal planning implications, including addressing the need for an increased level of well-paying local jobs, and more affordable local housing choices.

1.3.11 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, hard working and of a relatively small household size;
- population growth is minimal;
- sizeable portion of the population consists of one-person households;
- high proportion of youth under 19 years of age are living within single parent families;
- 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.

SECTION 1.4 CURRENT LAND USE PATTERNS

1.4.1 THE STRENGTHS

Cornwallis Park is a detached, small rural community with an urban character. The community has key assets in its water, sewer, storm water, and road network infrastructure; the development potential of the former CFB Cornwallis lands and buildings; and pockets of vacant lands within the vast southerly forested area; established residential neighbourhoods, a school and parkland sites; local employment generating manufacturing businesses; an established nature based walking trail a new accessible park along the tidal beach on the Annapolis Basin.

The community additionally has a large inventory of under-utilized amenities such as the theatre in Desmond Piers Memorial Hall, the outdoor track and playing field off Lancaster and Marine Drives, numerous unimproved neighbourhood park sites, a swimming pool at the Basin Centre, and the waterfront large dining space at Champlain Hall.

The extensive inventory of lands and buildings owned by one entity, the Annapolis Basin Development Society, additionally represents an advantage of not requiring significant land assembly initiatives to facilitate planned growth and development.

The natural setting of Cornwallis Park adjacent to ocean waters, its historical role with the Canadian Forces, its location within the Annapolis Valley of Nova Scotia, and being near one of the oldest settlement areas in North America, are further indicative of high-level locational attractions.

All of these community attributes represent essential building blocks for Cornwallis Park becoming a much more sustainable and complete community.

1.4.2 THE IMBALANCE

Following the closure of CFB Cornwallis in 1994, subsequent closure of Pearson Peacekeeping Centre in 2012, and loss of the cadet summer training contract in 2023, Cornwallis Park is uncertain of its future.

There are approximately 20 vacant military buildings and approximately 55 acres of lands under the ownership of the Annapolis Basin Development Society (ABDS) that remain primarily undeveloped. Comprehensive re-use of the navy base buildings and lands, and subsequent community growth, have not occurred. Nor has any significant growth unfolded within the existing residential neighbourhood of the community, or on vacant large land holdings of the ABDS property, located on the south side of the Highway.

While the three principal processing/manufacturing industrial businesses on the former CFB Cornwallis site are growing and expanding, and providing for opportunities in employment, the residential sector of housing has become stagnant and no new home starts are being constructed. Commercial business activity has ceased, and with the exception of the new beach park, the varied parkland and open spaces of the community have the appearance of being under-utilized. Consequently, the present-day residential, commercial, parkland and community amenity sectors of Cornwallis Park have not been operating at peak efficiency.

The community is in need of improvements among all land use sectors, and along the Highway 1 corridor, the primary gateway corridor to the community.

Policy 1.4.2.1 *Council may consider and explore funding opportunities with the Province of Nova Scotia, with local property owners and with other community partners to develop a Landscape Improvement Plan to improve the streetscape appearance of Cornwallis Park adjacent to Highway 1 corridor.*

1.4.3 THE SUSTAINABLE OPPORTUNITIES

Cornwallis Park has an approximate land base of nearly 620 acres, with only 40% viewed as built upon. Within the developed residential neighbourhood lands to the south of the Highway, there are varied infill residential potential sites and other development opportunities to densify. But it is the lands owned by Annapolis Basin Development Society (ABDS), and through potential re-use of existing buildings, that lies the greatest opportunity for the community to grow, to become stronger and to become more sustainable and complete as a community.

ABDS seeks to focus development on the approximate 22.2 ha (55 acres) of the former CFB buildings and lands remaining in their ownership within the southerly peninsula area. The organization recently retained Fathom Studio, a land use planning and architecture firm of Dartmouth, NS, to prepare a comprehensive Master Plan for the Cornwallis Park site and accompanying design guidelines. The Master Plan which has been approved by the Board of the ABDS, captures a thorough development concept for their lands and buildings.

The proposed lands for development owned by ABDS are illustrated by **Map 2**, attached to this Planning Strategy.

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 light industrial business lands, within the commercial sector, and with improvements to parks and open spaces, is advanced through the Planning Strategy.

Policy 1.4.3.1 *Council may utilize the Cornwallis Park Master Plan, as a planning reference document to support and inform the Secondary Planning Strategy.*

Policy 1.4.3.2 *Council may consider the Community Design Guidelines of the 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 the Annapolis Basin Development Society.*

1.4.4 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 Municipal Plan and Development Regulations 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 1.5 EMERGING COMMUNITY PLANNING QUESTIONS

To become more sustainable and successful as a community over both the short and longer-term future, a comprehensive land use direction is required in Cornwallis Park. 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 of 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?

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 1.6 PUBLIC ENGAGEMENT

In accordance with Section 204 of the Nova Scotia *Municipal Government Act*, the Municipal 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.

The following is a summary of the key community engagement activities:

- Community site visits and conversations with individuals such as hikers on pedestrian trails;
- Engagement with representatives of the Annapolis Basin Development Society;
- 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;
- Liaison with Cornwallis Park Area Advisory Committee;
- On-site meetings and/or communication with external agencies of Public Works and Agriculture, and organizations representing the Harvest Moon Trail;

- Public Open House session for all residents of the community; and,
- Public Hearing of proposed new Secondary Planning Strategy and Land Use Bylaw.

SECTION 1.7 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 1.8 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.

1.8.1 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.

1.8.2 ENVIRONMENTAL STEWARDSHIP

Residents place high value on the natural environment and the aesthetic viewscapes 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 also deemed 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 Creek 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.

1.8.3 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 for the local school, to attract new residents and business;
- Encouraging re-opening and strengthening of the Basin Centre commercial building site; and
- Improving safe truck traffic access and egress to existing businesses.

1.8.4 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’;
- Assist and support the creation of more community volunteer organizations; and,
- Encourage land use and other opportunities for residents to connect with each other.

1.8.5 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 works 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 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.

1.8.6 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.

1.8.7 WORKING TOGETHER

Cornwallis Park recognizes that engaged citizens and collaboration with others are essential to establishing a sustainable community, and will continue and establish those relationships through the following:

- Encouragement for local volunteer groups;
- Ongoing Area Advisory Committee engagement with local residents;
- Dialogue and conversation with ABDS on continued public use of specific lands and corridors;
- Partnering with external agencies of Public Works, NS Power, NS Environment and Municipal Affairs & Housing through re-development of the ABDS lands;
- Conducting conversations with Bear River First Nations community; and,
- Collaborating with surrounding municipalities with regard to regional concerns such as transportation, environmental issues, employment, and social services.

SECTION 1.9 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, light 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 permit a range of well-designed and landscaped housing types, through increased density forms of residential development, including single level and more affordable residential units.

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 1.10 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:

1.10.1 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.

1.10.2 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.

Insufficient water volume flow has historically been generated from either Ditmars Brook, or the unnamed watercourse, to be of flood risk. Ditmars Brook and the open sections of the secondary stream are protected though, within a Parkland Open Space designation of the Municipal Plan.

As a result, 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 the Annapolis Basin to the year 2100 anticipate less than a 0.5 metres height increase. It is acknowledged however 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 need to 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.

1.10.3 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.

However, there are varied agricultural initiatives within the community. Acadian Seaplants, the largest industrial employer, operates a small research agricultural 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.

1.10.4 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 puSPS 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.

1.10.5 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 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.

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.

Policy 1.10.1 *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.*

SECTION 1.11 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.

Maintaining effective dialogue with the Bear River First Nation will additionally assist the community, as will regional cooperation with the Regional Centre for Education, with adjacent municipalities and rural communities, with varied Provincial/Federal Ministries and Departments representatives, with Kings Transit, and varied community social services providers.

The Secondary Planning Strategy also acknowledges that land use activity within Cornwallis Park may cause impacts upon neighbouring communities. The impacts may be direct such as generation of increased traffic volumes, or the transmission of noise or odours across municipal boundaries. The effect may be more indirect as well, such as dominating the regional market for residential housing development within Cornwallis Park.

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 1.11 *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 preservation of the watershed and ravine system of Ditmars Brook through 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 Future Land Use Map shall designate Ditmars Brook watershed and other sensitive and valued natural areas of the community as Parkland Open Space.*

Policy 2.2.2 *The 1.3 kilometres of coastline in Cornwallis Park, adjacent to the ocean waters of the Annapolis Basin, shall be designated on the Future Land Use Map as Parkland Open Space.*

Policy 2.2.3 *To maintain open and unimpeded scenic views to the waters of the Annapolis Basin, it shall be the intent of Council for the Land Use Bylaw to include a provision that maximum residential building heights be limited to 11.0 metres (36.09 feet) 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 formerly proposed Nova Scotia *Coastal Protection Act* had recommended that all new buildings be located at least 100 metres (328 feet) from the ocean to reduce storm damage to buildings and to mitigate coastal erosion. While the proposed Regulations to support the Act were not have proclaimed by the province. 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 100 metres of the ordinary high-water mark of the ocean 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 stormwater 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 designated as Parkland Open Space and 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 100 metres (328 feet) from the ordinary high water mark of the ocean waters, and that for any proposed developments wishing to build, or modify an existing structure, within the 100 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 for to site development requirements such as minimum flood construction levels for building floor elevations, for underground parking, for innovative approaches such as wet-flood proofing, and for 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 Housing Choices

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 experienced significant success when modelled on a concept 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 seeks to set the table for success by providing a land use planning framework that allows a diverse range of housing types, choices, 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 Studies in 2023.

The trend towards denser forms of housing is widespread across Canada. For Cornwallis Park, more varied forms of housing through density are reflected within the character of the existing local residential neighbourhoods.

The traditional married quarters form of housing constructed in Cornwallis Park neighbourhoods over 50 years ago primarily consisted of single unit homes on lot sizes starting at an average of 465 square metres (5000 square feet) to 3758 square metres (12,000 square feet) and larger. Integrated into several of the residential neighbourhood areas, were two, three and four unit attached duplex and rowhouse dwellings at an average lot area size of 344 sm (3700 sf). For some of these housing forms, narrow lot frontages of 9m to 12m (30 to 40 feet) were created.

Later the Harbour View Crescent condominium project was built at a greater density gradient.

As a result, the community's existing built form is of density higher than only single unit homes.

The Secondary Planning Strategy's sustainable objective is to utilize the limited supply of the approximate 22.26 hectare (55 acres) 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 economics of site and building development become more viable by providing for a more diverse range and an increased number of dwelling units per acre of land.

The Residential Low and Medium Density Residential designated areas, and the flexible residential land use options within the Commercial Mixed Use properties, provides for a substantial land inventory to effectively proceed with 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. Some municipalities in other parts of Nova Scotia address this challenge through a Community Amenity Fee and/or a Development Cost Charge levy on new development approvals on a per lot basis at time of subdivision or rezoning, on a per dwelling unit basis at time of issuance of a Development Permit, or on a floor area size basis for new commercial and industrial buildings.

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 residential 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 requirements to help manage the design appearance of new developments. The Fathom Master Plan Community Design Guidelines for the ABDS lands, provides 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, duplexes, three and four dwelling*

attached housing, accessory residential choices, rowhouses, townhouses, condominium, and apartment residential forms.

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 residential dwellings, and development projects of townhouses, apartments, and condominiums, shall be fully serviced with municipal water, sanitary sewer, and stormwater 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.*

Minimum Floor Area Size

Policy 3.2.6 *As outlined by the Land Use Bylaw, except for Tiny Homes, all residential dwelling units shall have a minimum floor area size of 60.4 sq m (650.1 sq ft).*

Minimum Dwelling Unit Services

Policy 3.2.7 *In accordance with the Land Use Bylaw, all residential dwelling units shall be serviced with municipal water and sewer services, and include a kitchen, a sleeping area and bathroom facilities.*

Building and Landscape Design

Policy 3.2.8 *It is the intent of Council through the Land Use Bylaw, to ensure that all new Low, Medium and High Density Residential developments are of high design standard.*

Policy 3.2.9*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 Low Density, Medium Density and High 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 3.2.10 *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 3.2.11 *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 staggered front yard setbacks for adjacent Low Density Residential dwellings, encouraging designs for front house porches, landscaping and street tree plantings;*
- *Requirements for new sidewalks to ensure safe and convenient pedestrian access;*
- *Provisions for 1.5 m (4.9 ft) wide bicycle lanes 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);*
- *Facilitating a range of services, including neighbourhood commercial, near residential neighbourhoods.*

Development Phasing

Policy 3.2.12 *For all residential development, Council may consider a phased building project.*

Policy 3.2.13 *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 3.2.14 *Council shall deem within this Secondary Planning Strategy that Affordable Housing is housing for which the mortgage or rent costs no more than 30 percent of the gross household income of the family unit or individual living in that dwelling unit, and where Housing Affordability is the degree to which housing is attainable to anyone, at any income level.*

Inclusive Housing

Policy 3.2.15 *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 3.2.16 *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, particularly for individuals aging in place as their ability levels change.*

Rental Housing

Policy 3.2.17 *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.*

Public Information Meeting

Public information meetings are a means 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 3.2.18 *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 3.2.19 *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 3.2.20 *In recognition that the ABDS owned lands proposed for new development are former military base lands, Council encourages the 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

The purpose of the Residential Low Density designation is twofold: to permit and encourage detached single family homes, two-unit attached residential dwellings, and accessory residential units to be built on specific locations within the ABDS site, and to provide for new development and infill residential opportunities within the existing residential neighbourhoods. The low-density designated areas on the Future Land Use Map focus on four areas, namely the former helipad site, and a portion of the existing athletic playing field, and along the coastline to the west of Marine Drive and south of the former Sea Operations building and within the existing built-up residential neighbourhoods located in that area of the community situated on the north side of Highway 1.

Single family type homes primarily have appeal for young families with children, for working couples, retirees, mixed households, single persons, and others who wish to live a somewhat independent

residential lifestyle by having their own detached house, and their own yard to care for. 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

The following housing types are envisioned for these 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.

The following photo illustrates the compact lot form of housing.

Compact lot homes may look small but can live large. Most of the house plans use space in an efficient manner by lengthening the home for single level living, or by adding a floor. The typical minimal buildable area of compact lots for a principal residential dwelling is approximately 140 sq m (1,507 sq ft).

Housing for compact lots is intended to be very well designed and to provide for front porches to encourage friendly neighbourhood conversations. Required landscaping complements 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 designated areas.

Duplex dwelling units are typically somewhat more affordable than a single detached home, and they still provide for a sense of independent living within a neighbourhood. 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 600 sq m (6,458.3 sq ft), with setbacks to property line mirroring compact lot homes.

Consecutive duplex lots are 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, the mix of duplex lots and compact lots in any one subdivision development are to seek a ratio of 3:1 with compact lots dominating with a 75% share of all new lots.

The following photo caption is representative of effective east coast design for two residential units.

Accessory Residential dwellings are to be secondary to the primary single unit residential use on a lot. The Accessory dwellings are to provide for a separate entrance to the outside, and include complete dwelling unit amenities of a kitchen, sleeping area and bathroom facilities. They 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 what's often a smaller per-square-foot cost of traditional construction. Modular building design with 'tilt-up' commercial and industrial developments have been well established for over 30 years, conveying the track record of factory-made buildings.

This affordability feature for residential modular homes is important, but additional sustainable benefits of such housing include less waste in their construction, their durability, shorter on-site building time, and access to skilled craftsmen to complete the home.

The key for successful integration of modular housing on single unit compact lots will be good residential design. The general design guidelines for compact housing will identify the need for front building facade and accentuation features, and landscape elements; development attributes that will allow modular homes to work as an appropriate fit to a residential neighbourhood.

The following image conveys good design of a small lot modular home.

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. 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.

The following photo, a 27.3 sq m (294 sq ft) tiny home, clearly illustrates good design of small dwellings.

RESIDENTIAL LOW DENSITY POLICIES

Policy 3.3.1.1 *Council shall designate Residential Low Density locations 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 for compact lots and duplex lots, and provide for development standards, and other conditions of use, including the provision to ensure that a diversity of housing types are achieved, the mix of compact lots and duplex lots in any one subdivision development are to seek a ratio of 3:1, with compact lots comprising a minimum of three-quarters, or 75%, of all newly subdivided and developed lots, and duplex lots representing a maximum of one-quarter, or 25% of new housing.*

Density

Policy 3.3.1.3 *Council, through the Land Use Bylaw, shall permit Residential Low Density development to occur at a maximum density of up to 12.0 residential lots per acre of developable land.*

Lot Size

Policy 3.3.1.4 *Council, through the Land Use Bylaw, shall permit and encourage single unit detached residential homes on Compact Lots of a minimum lot size area of 372 sq m (4,004 sq ft), and 465 sq m (5,005 sq ft) for Compact Lots with Accessory Dwellings, a minimum lot frontage of 12 m (39.37 ft), and in accordance with the development standards and other provisions outlined for the applicable zone category.*

Policy 3.3.1.5 Council*, through the Land Use Bylaw, shall permit and encourage Duplex Lots for two unit attached residential dwellings at a minimum lot size area of 600 sq m (6,458.3 sq ft), a minimum lot frontage of 8 m (26.25 ft) for each dwelling unit, and in accordance with the development standards and other provisions for the two-unit zone.*

Building Site Coverage

Policy 3.3.1.6 *Through the Land Use Bylaw, maximum building site coverage, including all accessory buildings, within the Residential Low Density Zone shall be 40% of the lot area size.*

Landscape Coverage

Policy 3.3.1.7 *Through the Land Use Bylaw, the minimum site coverage for landscaping on all Residential Low Density lots shall be 20% of the lot area.*

Accessory Residential

Policy 3.3.1.8 *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, backyard suites attached to the principal residential house, and detached rear yard residential units either in the form of a cottage, or as a carriage house unit located above the accessory garage.*

Maximum Height to Preserve Views

Policy 3.3.1.9*To preserve community views to the ocean waters of the Annapolis Basin, through the Land Use Bylaw, Council shall maintain the maximum building height of low density residential homes at 11 m (36.09 ft). Accessory residential dwellings for detached backyard cottages shall maintain a maximum building height of 5 m (16.4 ft).*

SECTION 3.4 RESIDENTIAL MEDIUM DENSITY

The medium density form of townhouse residential development, as depicted on the Future Land Use Map, will provide for the greatest number of dwelling units at full build-out of the ABDS site.

Medium Density residential development may also represent a viable infill housing form on vacant parcels sited adjacent to established residential neighbourhoods. For example, a prime Medium Density designated 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 the Residential Medium Density designation 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.

Each acre of developable land 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* 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 trend for more varied home types for a diverse range of residents had been advanced by the Fathom Master Plan for Cornwallis Park. The Master Plan identified potential re-use and conversion of approximately 17 of the 21 ABDS owned buildings. Innovative re-use of six of the former military “H” buildings that are situated within the Atlantic Avenue and Spitfire Street locales, identified the potential for 16 townhouse dwelling units within each structure. It is recognized however that economic uptake of the ‘H’ shape buildings may align to uses other than residential. Consequently, the land use zoning provisions allow for a varied re-use of land and buildings.

Since the Medium Density form of housing is projected to strongly influence the look, feel and function of the ABDS community, the Future Land Use Map designations provide significant opportunity for development of medium density uses. Medium Density residential use is further supported within the permitted uses of Commercial Mixed Zone.

The Land Use Bylaw advances design management guidelines for varied forms of residential, commercial, and other land uses. It may also be beneficial for development proponents to consider the design intent of the Fathom Studio Community Design Guidelines medium density housing projects, to further assist in achieving the complete community character intended for Cornwallis Park.

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 development projects. Townhomes are typically with two to three bedrooms, on more than one level, sharing a common wall(s) with an adjacent dwelling, and having a street level front door entrance. Unlike duplexes or triplexes, townhouses can take on many design forms to resemble the front image of a single unit home and are predominantly found in housing developments of ten to thirty plus residential dwelling units.

Like duplexes, triplexes, and fourplexes, each townhouse dwelling unit is located on its separate fee-simple lot, but due to the site size and number of units located within a townhouse project, ownership of common parking areas, *et al* is often shared. Each townhouse unit is to have a small front yard, and rear yard patio and/or open space within its lot area.

Townhomes are required 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.

The following photo is indicative of the quality of design appearance that townhouse developments have become known for:

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. All common areas of the site 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.

An illustration of the concept of clustered housing is shown as follows:

Commercial Mixed Use projects of commercial use businesses on the ground floor, such as are envisioned for the south side of Highway 1, are encouraged to develop medium density residential apartments on the second storey and above, and in specific commercial mixed use locations, medium density townhouse residential developments are permitted.

RESIDENTIAL MEDIUM DENSITY POLICIES

Policy 3.4.1.1 *Council shall designate Residential Medium Density locations 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 conditions 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, clustered housing developments and townhouse residential uses at a medium density of up to a maximum of 24 housing units per acre of land.*

Minimum Lot Size

Policy 3.4.1.4 *It is the intent of Council, through the Land Use Bylaw, to have no requirements for minimum lot sizes for clustered housing and townhouse residential uses; 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 for site development.*

Dwelling Unit Lot Area and Development Standards

Policy 3.4.1.5 *It is the intent of Council, through the Land Use Bylaw, to permit medium density residential housing of triplexes and fourplexes to occur based on a minimum lot size area of 216 sq m (2,325 sq ft) for each dwelling unit and building construction in accordance with building setback to property line requirements.*

Policy 3.4.1.6 *It is the intent of Council, through the Land Use Bylaw, to require all medium density triplex and fourplex housing to have a minimum lot frontage for each dwelling unit of 8 m (26.24 ft); a minimum frontage of 6 m (19.68 ft) for each street facing townhouse residential units; a minimum frontage of 20 (65.6 ft) for all clustered housing and tiny home, and other townhome, development sites; a maximum building height of 11 m (36.09 ft) for all medium density housing except maximum building height for tiny homes at 5 m (16.4 ft); and in accordance with the development standards and other provisions outlined for the medium density zone category*.

Townhouse Conversion of 'H' Buildings

The potential residential conversion of the H shaped former military barracks for townhouse residential use represents a key housing initiative for the ABDS lands. The intent is for the base structure of the H building to be retained and divided to create 16 two storey townhouses. The townhomes would be complemented with design features of individual outside private patios, and a shared covered courtyard between the two wings of each building.

Policy 3.4.1.7 *It is the intent of Council to support the residential conversion of the H shaped former barrack buildings to residential townhouses.*

Policy 3.4.1.8 *Council, through the Land Use Bylaw, shall permit any of the parcels with 'H' style buildings that are deemed by a qualified and registered professional structural engineer to be unsafe and require demolishing, to be able to develop Compact Lots on the Medium Density designated site.*

Policy 3.4.1.9 *Council, through the Land Use Bylaw, shall permit a maximum of 25% of the Residential Medium Density designated parcels with 'H' style buildings to utilize non-residential uses of commercial mixed uses, assembly, education, and similar uses..*

Building Site Coverage

Policy 3.4.1.10 *Through the Land Use Bylaw, maximum building site coverage within the Residential Medium and High Density Zones shall be 50% of the lot area size.*

Landscape Coverage

Policy 3.4.1.11 *Through the Land Use Bylaw, to provide permeable surfaces for on-site drainage and absorption of rainwater, the minimum site coverage for landscaping on all Residential Medium and High Density lots shall be 25% of the lot area.*

Building Design Considerations

Policy 3.4.1.12 *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 3.4.1.13 *Through the Land Use Bylaw, Council shall require Residential Medium and High Density developments, to install a minimum of one Electric Vehicle Charging Station within the parking lot area of the site development, for every 15 residential dwelling units, and to provide for bicycle parking racks.*

SECTION 3.5 RESIDENTIAL HIGH DENSITY

The high density form of residential development is oriented to multi-unit and multi-storey apartment and/or condominium buildings. Two designated sites are depicted on the Future Land Use Map; one location is on the west side of Broadway Avenue, opposite to Dr. Paul LaFleche Hall, and the second site is a corner parcel situated near the intersection of Atlantic Avenue and Spitfire Street.

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 High Density designation, through the Land Use Bylaw, permits a maximum yield of 44 residential dwelling units per acre of land. The 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, as in the following photo.

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 HIGH DENSITY POLICIES

Policy 3.5.1 *Council shall designate two Residential High Density locations on the Future Land Use Map for the development of apartment or condominium buildings.*

Zoning Category

Policy 3.5.2 *Through the Land Use Bylaw, Council shall create a Residential High Density Zone, and shall provide for development standards, design requirements and other conditions 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 up to a maximum of 44 housing units per acre of land, 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 an 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 high density 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.*

Development Site Frontage

Policy 3.5.6 *It is the intent of Council, through the Land Use Bylaw, to require all high density housing to have a minimum lot frontage for the development site of 30.0 m (98.4 ft), and in accordance with the development standards and other provisions outlined for the high density zone category.*

Design

Policy 3.5.7 *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.*

3.6 James Horsfall and Desmond Piers Memorial Halls, and North and South Lodges

These four well maintained and significant buildings of the ABDS site, located to the east of Broadway Avenue, and north of Haida Street to Marine Drive, require focused attention for their re-development potential. Each of the subject buildings has unique interior spaces, amenities and current uses that could be utilized as community assets as residential growth and development occurs.

The James Horsfall Hall is a grand heritage designated and highly designed building with extensive hardwood floors and sizeable interior spaces that include a large dining room, drawing rooms, a games room, a boardroom, the Acadia Room and an impressive wide staircase to the second floor. The interior space amenities can accommodate functions up to 800 persons. Its most recent use as a conference and event facility has seemingly run its course. While re-development of the building identifies the potential opportunity for approximately 20 apartment residential units to be viable, in the future, its highest and best uses would appear to include a degree of residential dwelling units but be more commercial and community focused in its overall orientation. Representative commercial spaces may include a boutique hotel, specific accessory retail and restaurant businesses, office uses, and perhaps a community centre financed by future residents of the ABDS lands.

The Desmond Piers Memorial Hall, located on the waterfront side of Marine Drive, has similar unique interior features and amenities, including a well preserved 588 seat theatre auditorium, and spacious rooms currently being used for language education. The Municipal Plan conveys that the building has potential to be re-developed in part for an estimated 22 waterfront condominiums/apartments. As redevelopment of the building unfolds, retention of the theatre space for future residents represents an important sustainable consideration in community building. Other commercial office uses of this building may also be viable.

The North and South Lodge buildings, former residential quarters for officers, have been well preserved, and are currently being used, in part, to house new immigrants to Nova Scotia and their families. Each building has the capacity to be re-developed for approximately 22 multi-unit residential apartments, but within the short term, the current role and use of providing housing for new immigrants is maintained by the Municipal Plan and Land Use Bylaw.

To address the re-use of the subject four buildings, a land use direction for the James Horsfall Hall and Champlain Hall to pursue a mix of residential and commercial mixed uses is advanced by the Municipal Plan. The North and South Lodge buildings, and the Desmond Piers Memorial Hall, are envisioned for multi-unit residential use to allow the potential for future residential development conversion, while supporting the housing and language training, and office use, functions that are currently active. Future opportunity for educational, community and economic uses is recognized, as well as the significance of the theatre use.

SECTION 3.6 DESMOND PIERS MEMORIAL HALLS / NORTH AND SOUTH LODGES

Policy 3.6.1 *Council shall designate the North and South Lodge, and Desmond Piers Memorial Hall, buildings as Residential Medium Density on the Future Land Use Map.*

Policy 3.6.2 *Through the Land Use Bylaw, the North and South Lodges, and the Desmond Piers Memorial Hall, shall each have a maximum residential dwelling unit density of 22 apartments/ condominiums.*

Policy 3.6.3 *It is the intent of Council to encourage the continued use of the North and South Lodges, and the Desmond Piers Memorial Hall, for temporary housing uses for new immigrants, and for related education and language training uses.*

SECTION 3.7 RESIDENTIAL CARE HOUSING

Residential care for the elderly, for those with physical and emotional 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.

The Atalanta Hospice Society, a local charitable organization with membership of local residents, business persons 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. Current fundraising efforts seek to reach a $5.5 million target to build the residential hospice. 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.

A companion project to possibly co-locate a new long-term care facility on land adjacent to the proposed Hospice site has additionally been introduced to the community. While early discussion on this proposal has hinted that existing parkland may be required, no detail is included with this Municipal Plan.

The Plan will designate 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 3.7.1 *Council shall designate residential care housing as a Community Development location on the Future Land Use Map to provide for the future potential of a Hospice, long-term care facility, and similar care facilities.*

<u>Permitted Personal Care Use</u>

Policy 3.7.2 *Through the Land Use Bylaw, Council shall permit licensed and authorized residential personal care uses within all detached single-unit residential homes throughout the community.*

SECTION 3.8 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 High-Density 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 Municipal Plan 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 high density 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 3.8.1 *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 3.9 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 question of where resolution to land use conflict resides will only be answered through conversation among the businesses, the ABDS and the community. By working equitably together, identification of the primary interface issues can come to light, and approaches to manage them unfold, and this communication process will initiate more positive integration of the light industrial and residential land uses.

The Municipal 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. The Plan also supports the residential growth envisioned for the ABDS lands, and with other development sites throughout the community.

The Municipal Plan 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.

Given that planned residential growth has yet to unfold, influencing residential site and building design to co-exist with local businesses is a practical policy direction. The design elements relate to the types of residential housing and public amenities proposed to be aligned adjacent to existing industrial businesses, as well as attention to landscaping improvements along the central boulevard between the two land uses.

Landscaping can take two forms – 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 surrounding community.

INDUSTRIAL/RESIDENTIAL INTERFACE POLICIES

Policy 3.10.1 *It is the intent of Council to encourage community conversation 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.*

Policy 3.10.2 *It is the intent of Council to minimize new residential driveway access to Broadway Avenue.*

Policy 3.10.3 *It is the intent of Council, through the Land Use Bylaw, to require new residential development within the Broadway Avenue light industrial interface corridor to provide landscape treatment to screen and provide noise abatement for the new residential housing and other amenity uses.*

Policy 3.10.4 *Through the Land Use Bylaw design provisions, landscape design plantings within the Broadway interface area, are to be denser and of tree and shrubbery species that help to abate noise.*

Part 4 Commercial Growth Overview

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 Basin Commercial 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.*

<u>Permitted Commercial Uses</u>

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 a Commercial Basinview Centre, Commercial Mixed Use and Commercial zones within the Land Use Bylaw.*

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.*

Building Site Coverage

Policy 4.1.7 *To achieve a larger square footage floor space of new commercial buildings to provide for additional shopping space, to potentially create more employment opportunities, and for greater site improvement assessed values and higher levels of taxation revenue to the municipality, Council through the Land Use Bylaw, will support a minimum building site coverage on commercial sites at 20%, and a liberal maximum building site coverage of 50% of the lot area size.*

Maximum Commercial Mixed Use Building Height

Policy 4.1.8 *Council shall, through the Land Use Bylaw, identify a maximum building height of 13.8 m (45.3 ft) for a commercial mixed use building with apartment residential units on the second storey and above, consisting of a maximum of 4 storeys.*

RCMP

Policy 4.1.9 *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 BASIN COMMERCIAL CENTRE

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. Located off Highway 1 at the western edge of Cornwallis Park, Basin Centre is a large brick faced structure with an estimated 4,738 sq m (51,000 sf) of floorspace. 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, a 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.

BASIN COMMERCIAL CENTRE POLICIES

Designation

Policy 4.2.1 *Council shall designate the Basin Centre location on the Future Land Use Map as Commercial Basin Centre.*

Zoning Category

Policy 4.2.2 *Through the Land Use Bylaw, Council shall create a Commercial Basin Centre Zone to identify a range of permitted commercial, recreational and community uses.*

Intended Full Occupancy Uses

Policy 4.2.3 *It is intent of Council to encourage and support re-opening and optimum utilization of the Commercial Basin Centre to potentially include a grocery store, a restaurant, pharmacy, personal services uses such as a bank, credit union, travel agency, barbers, hair salon, computer services, and shop repair, as we as a Nova Scotia Liquor Commission retail outlet, a medical clinic, licensed daycare facility, licensed massage services, a swimming pool and fitness centre, outdoor display, garden centre, and other similar commercial and community uses. In this manner, the Centre will not only serve as an automobile shopping destination for current residents and others, but also as a walkable neighbourhood commercial core for new residents of the ABDS lands.*

Pedestrian Friendly

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 Commercial Centre.*

SECTION 4.3 COMMERCIAL MIXED USE

The Commercial Mixed Use designation is utilized by the Secondary Planning Strategy as means to encourage site development of a wide range of commercial, residential, and other uses on the ABDS owned lands, and on a number of varied sites throughout the community.

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 Commercial Mixed Use. This designation seeks redevelopment of the properties primarily for ground level commercial and residential apartment use on the second storey and above. A proportion of the development area will also be encouraged to be targeted solely for highly designed townhouse and apartment residential uses. Ultimately, the market will determine the mix.

In advance of a traffic study being undertaken, all new developments within this Mixed Use 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 use. New building developments are supported.

Building development within this Mixed Use area will be managed by attention to commercial/residential uses, site layout, and street tree plantings, provision for parking and proposed signage.

Additional Commercial Mixed Use designations apply to several of the strategic buildings on the ABDS lands, including Champlain Hall, James Horsfall Hall and the former sea operations building near the waterfront. The Mixed Use Zone of the Land Use Bylaw identifies a range of permitted uses from low and medium density residential to varied commercial, cultural, assembly, tourism and community focused businesses and organizations that are allowed as mixed uses.

COMMERCIAL MIXED USE POLICIES

Highway 1 Land Use Designation

Policy 4.3.1 *Council shall designate on the Future Land Use Map the Highway 1 frontage properties located between the Highway and Atlantic Avenue, from the east side of Conestoga Street westerly towards the Basin Centre, as Commercial Mixed Use. The two most westerly properties along this corridor, adjacent to the Basin Centre, shall be designated and zoned for Residential Medium Density Use.*

Zoning

Policy 4.3.2 *Through the Land Use Bylaw, Council shall create the Commercial Mixed Use Zone to allow for a range of permitted commercial, residential, community and other uses, and applicable accessory uses.*

Traffic Study

Policy 4.3.3 *In liaison with provincial highway representatives, Council shall consider funding partnerships and potential grants to undertake a transportation and traffic study of the designated Commercial Mixed Use 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 4.3.4 *Prior to a potential Traffic Study being undertaken for the Commercial Mixed Use properties, Council shall require new development to access and egress from Atlantic Avenue.*

Mixed Commercial – Residential Uses on Highway 1

Policy 4.3.5 *Through the Land Use Bylaw, Council shall identify a range of permitted commercial and residential uses for the Commercial Mixed Use zoned properties, with the intent for commercial uses to be located on the ground level and residential apartment uses on the second storey and above.*

Policy 4.3.6 *Through the Land Use Bylaw, commercial uses within the Mixed Use highway corridor shall be oriented to neighbourhood commercial shopping options, personal services to meet the daily needs of residents, as well as restaurants, offices, financial institutions, and similar commercial businesses.*

Policy 4.3.7 *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 Commercial Mixed Use Zone.*

Policy 4.3.8 *Through the Land Use Bylaw, Council shall permit up to 50% of the properties within the Mixed Use corridor adjacent to Highway 1 to be used solely for townhouse and/or apartment residential use.*

Design Management

Policy 4.3.9 *Council shall 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 4.3.10 *Given the high visibility of the Mixed Use properties as the gateway to development of the ABDS lands, Council through the Land Use Bylaw, shall require new developments within this Commercial Mixed Use Zone 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 4.3.11 *To improve building layout and siting, Council through the Land Use Bylaw, shall provide for building design flexibility by allowing building setbacks to property line to be reduced to provide for enhanced streetscape appearance.*

Policy 4.3.12 *Parking requirements for 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 4.3.13 *Re-development sites with more than 465 sq m (5,005.2 sf) of commercial space or more than 15 residential units, shall provide for a minimum of one Electric Vehicle Charging Station within its on-site parking area, and provide for the installation of bicycle parking racks.*

Additional Mixed Use Locations

Policy 4.3.14 *Council shall designate on the Future Land Use Map the two prominent buildings of James Horsfall Hall and Champlain Hall, as Commercial Mixed Use.*

Policy 4.3.15 *Council shall designate on the Future Land Use Map the waterfront lands and former Sea Operations building located at the approximate northwest corner of Marine Drive as Commercial Mixed Use.*

Policy 4.3.16 *Through the Land Use Bylaw, permitted uses within the Mixed Use Commercial zone for the waterfront site, Champlain Hall and James Horsfall Hall, shall be oriented to neighbourhood commercial shopping options, personal services to meet the daily needs of new residents, as well as restaurants, offices, financial anchors such as banks, boutique hotel, craft brewery, and similar commercial businesses, and in addition to a mix of residential and community uses.*

SECTION 4.4 COMMERCIAL

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

Three existing building locations within the former military base area, have been designated for Commercial Use. Two of the sites are currently being used as operating office buildings.

As part of this approach, it is acknowledged there is merit in also planning for neighbourhood commercial business development on the south side of Highway 1, where most residents in the community currently live. Residents should be afforded with the choice to access and walk to a small business to buy milk or purchase other daily need items, or to have a coffee, without driving to the Basin Centre, or to Annapolis Royal or Digby, or having to wait for potential re-opening of the Basinview Centre, or neighbourhood commercial expansion on the ABDS site.

The fourth Commercial use designated property within this Municipal Plan is vacant property located on South Broadway Avenue, and to the immediate west of the Clark Rutherford School.

COMMERCIAL DESIGNATION POLICIES

Land Use

Policy 4.6.1 *Council shall designate Commercial on the Future Land Use Map the following three properties: the Department of Fisheries and Oceans office building site, owned by the Annapolis Basin Development Society, and located at the southwest corner of Marine Drive and Haida Street; the office building site located at the southeast corner of Marine Drive and Tribal Street; and, the vacant building located on the west side of Broadway, to the west of Bren and Sherman Streets.*

Policy 4.6.2 *Council shall designate on the Future Land Use Map the South Broadway Avenue property, located to the immediate west of the Clark Rutherford School, as Commercial.*

Zoning

Policy 4.6.3 *Through the Land Use Bylaw, Council shall create the Commercial Zone, and include related permitted uses, development standards and conditions of use.*

Policy 4.6.4 *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.*

Part 5 Industrial Growth Overview

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 operating within Cornwallis Park.

They include an international processor of a seaweed by-product, Acadian Seaplants; a manufacturer and seller of foam promotional products, 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 more 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 would add to the form and function of the long-established industrial area.

SECTION 5.1 EXISTING INDUSTRIAL BUSINESSES

Acadian Seaplants

Acadian Seaplants is a true Nova Scotia success story of a business starting in the basement of a home on the nearby French Shore in 1981, and over forty years later, becoming the world's largest independent marine seaweed plant harvesting, cultivation, and processing/manufacturing company. The essence of their industrial process is to extract a liquid product from the seaweed plant for use as a natural nutrient application for over 100 crops in more than 80 countries worldwide.

The homegrown company has been located within the Cornwallis Park industrial area for over 25 years. Acadian Seaplants has grown to 15,068.9 sq m (162,200 sq ft) of building floorspace, located on

approximately ten parcels that total 18.57 ha (45.9 acres) of land. In other words, Acadian Seaplants is a major landowner within the community.

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.

The main processing facility of the Acadian Seaplants site is part of the former hockey arena for the military base. On occasion, there is an odour emission associated with the seaweed emulsion process, an odour similar to the smell that occurs with seaweed and other marine vegetation at low tide. A limited amount of outside storage of the freshly harvested seaweed also takes place.

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 hours 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 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.

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 has been in operation since 1996. The company imports varied densities of foam blocks as the base component to manufacture a variety a foam-based products that range from seat cushions to foam toys to promotional products for fans in sports stadiums around the world. Foam Worx excels in customized production and artwork printing capabilities on its advertising specialty products and ships to locations in Canada, in the US, and to Europe.

Foam Worx's niche is its ability to introduce new products yearly, and to work on custom orders based upon a fast turn-around time. Their products can be seen in the stands of Premier League Football in England to fans with the Green Bay Packers, and as flip-flop footwear on the beaches of Florida.

Foam Worx 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 commercial mixed use area on Highway 1, a potential new roadway access to the ABDS lands 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 raSPS, 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, as a rubber tire recycling facility, and as a licensed marijuana cultivation building. The large acreage area site is fully serviced, and despite its 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 the southern portion of the property to be considered for a rezoning to residential housing.

SECTION 5.2 LIGHT INDUSTRIAL POLICIES

LAND USE DESIGNATION

Policy 5.2.1 *Council shall designate as Industrial on the Future Land Use Map the rectangular shaped and multiple property industrial area, generally to the east of Broadway Avenue and including the vacant and undeveloped lands to the east of the un-named watercourse 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.*

Policy 5.2.2 *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 5.2.3 *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, no visible outside storage and care and upkeep of their buildings.*

Policy 5.2.4 *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 5.2.5 *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 5.2.6 *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 5.2.7 *Through the Land Use Bylaw, Council shall create the Industrial Zone, and include related permitted uses, development standards and conditions of use.*

Part 6 Public Realm

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.

Currently all police, fire department and emergency health services are located outside of the community.

The Municipal Plan 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.

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 acknowledgement 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, and several sites that are privately owned by the ABDS and other property owners. 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.

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 6.1 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, as well as an early education program. Several of the school grades are shared, indicating that class size is decreasing. The school draws children from Cornwallis Park, as well as busing 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.

Naval Memorial

On the south side of Highway 1 and to the east of South Broadway Avenue, near the postal box pickup area, there is a prominent four-sided naval memorial statue to commemorate, varied naval ships that served and/or were lost, during the Second World War and other military campaigns. The memorial instills a deep sense of respect for those who served their country and is an important feature of Cornwallis Park's past.

The Naval Memorial statute and adjacent tree area will be designated as Public Use.

Postal Box Circular Drive

Residents pick up their mail from locked postal boxes situated mid-section of a circular drive off Highway 1, to the east of South Broadway Avenue. While the location may serve a functional role for Canada Post, the site appears informal, not well lit, and not socially conducive to serve as a public space to meet and talk with your neighbours. When the postal boxes were located at the Basin Centre, residents were in a safer environment and where meeting other residents was common-place.

The postal circular loop area will be designated as Public Use.

Community Garden

A volunteer driven community garden flourishes from a small parcel of land located at the southwest corner of South Broadway Avenue and Brig Lane with much hard work revealed from the outdoor vegetable planters and small greenhouses.

The community garden parcel will be designated 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.

Desmond Piers Memorial Hall Theatre

The existing theatre space within this Marine Drive building is deemed as a facility that represents a key cog in the future social character of the community. While not specifically a public use, the capability of this facility to provide for community functions and entertainment will add to the local quality of life for existing and new residents.

James Horsfall and Champlain Halls

The Secondary Planning Strategy has identified the potential for supportive public uses such as the community centre being located within either James Horsfall Hall or Champlain Hall. The development activity and pace of new residential development within the ABDS lands will determine this viability and timing.

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, darts and card games; musical entertainment events; fit classes; line dancing; 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 6.2 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 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.

Lands on the south portion of the outdoor track and field site on the ABDS lands are preferred for the future development of these public health and safety facilities.

An alternative designation site for the cited public uses is the approximate 0.53 ha (1.3 acre) property located between South Broadway Avenue and Martingale Place.

This site location will be designated as Public Use.

SECTION 6.3 PUBLIC USE POLICIES

LAND USE DESIGNATION

Policy 6.3.1 *Council shall designate as Public Use on the Future Land Use Map a varied number of properties, including the Clark Rutherford Memorial School property, the proposed Hospice site and a portion of the proposed long term care site, the Canada Post mail box loop area and nearby naval memorial site, the community garden site, the Felker Hall and adjacent former museum properties, the proposed land for future fire/police/ and emergency health services facilities, the former community centre property located at the west end of Shady Land and Spinnaker Drive and varied municipal infrastructure sites such as the water treatment plant lands, the booster station area, and the wastewater plant, as Public Use.*

Zoning

Policy 6.3.2 *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, mixed and other permitted uses, and further provide for design and development standards and conditions of use.*

Fire Department, RCMP and EHS

Policy 6.3.3 *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 6.3.4 *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 7 Active/Passive Green Spaces and Walking Trails

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.

Within the developed areas of both South Broadway and Broadway Avenues, there appears to be an adequate supply of small park neighbourhood spaces to meet local resident needs. The community challenge is that very few of the open spaces are linked to each other or improved or maintained on a regular basis for enjoyable public use.

The large athletic playing field off Marine Drive, owned by the ABDS, is proposed to be developed. This is a difficult community planning decision, whether to retain the play field for future residents' use or whether to receive the benefit of housing for new residents.

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. 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. Once built through the community, the rails to trails Harvest Moon Trail represents immeasurable local recreation and economic benefits.

Each of these parkland and natural sites are to be designated as Parkland Open Space on the Future Land Use Map. 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.

The Secondary Planning Strategy additionally designates 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. Additional neighbourhood park spaces and trail linkages will be designated in support of the varied densities for residential housing proposed for the ABDS lands.

In an overall sense, the community has the potential for a premier 'ocean to hilltop' walkable and connective open space and parkland system.

SECTION 7.1 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, 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 entails developing 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 Municipal Plan and the Land Use Bylaw.

SECTION 7.2 GENERAL PARKLAND POLICIES

LAND USE DESIGNATION

Policy 7.2.1 *Council shall identify on the Future Land Use Map, a Parkland Open Space designation.*

Zoning

Policy 7.2.2 *Through the Land Use Bylaw, Council shall create the Parkland Open Space Zone, and include related permitted uses, development standards and conditions of use.*

Parks Planning

Policy 7.2.3 *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 be acquired and pursued as part of managing growth and enabling the community to become more sustainable.*

Policy 7.2.4 *It is the intent of Council to support the parkland development 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 7.2.5 *Council shall designate all municipal owned parks land as Parkland Open Space on the Future Land Use Map.*

Policy 7.2.6 *Through the Subdivision Bylaw, Council shall continue to utilize the 5% parkland levy at time of subdivision.*

Policy 7.2.7 *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 7.2.8 *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 7.2.9 *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 7.3 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 proposed for the ABDS owned lands, as well as those historic parcels pending to be transferred to the Municipality, and those recommended by the Municipal 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) 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 would be 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 Municipal Plan seeks to formalize this green space by identifying the area as parkland.

Policy 7.3.1 *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 7.3.2 *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 7.3.3 *Council supports the preservation of the Shady Lane buffer area to Highway 1 as a green grass and treed passive park, with potential minor amenity improvements of rest benches and chess or checkerboard or similar park feature.*

<u>Cornwallis Park Recreation & Parks Society Properties</u>

Two properties, one a 0.5 ha (1.3 acre) parcel located on South Broadway 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 7.3.4 *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 7.3.5 *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, to provide for the future potential development.*

South Broadway 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 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. T

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 7.3.6 *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 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 to the beach, the water, and the North Mountain. The park features also consist of 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

To the west of the Desmond Piers Memorial Hall, an undeveloped approximate 0.5 ha (1.3 acre) park site sits overlooking 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 7.3.7 *Council shall 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 need for local attention to the trailway 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 7.3.8 *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.*

ABDS Proposed 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 the 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 Tidal Basin 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.

The dedication of these park spaces will serve the open space needs of new residents envisioned for the peninsular area. The challenge for the Municipality will be to find a way to finance or cost share the capital improvements required to improve the park locations and linear trail for public use. Identification of which park will be for what purpose, and which park is the priority amenity feature to develop, represent further parks planning questions to address.

Policy 7.3.9 *It is the intent of Council to consider early engagement with the ABDS 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.*

Proposed Coastal Trail Pedestrian Walkway

The County of Annapolis Active Transportation Plan of June 2014 identified a priority project partnership opportunity for the County and Annapolis Basin Conference Centre (now known as the Annapolis Basin Development Society), to create a green perimeter pathway along the Annapolis Basin. This proposed 1.3 km plus walking trail was to originate at the Harvest Moon Trail and travel the Basin shoreline northward before swinging westerly to the Desmond Piers Memorial Hall and adjacent parkland, and to generally continue along the foreshore to what is today, the Annapolis Basin Tidal Beach Park. While the trail was never formalized, this Secondary Planning Strategy designates the coastal alignment.

The proposed trail routing is a sustainable open space project to allow continuous public access and enjoyment along the coastline of the peninsula. The pedestrian pathway is suggested to be a durable surface, with a 3 m (9.8 ft) width. The alignment would comprise approximately 42,650 sq ft (0.979 acres).

Realization of a coastal walkway, along with completion of the Harvest Moon trail, and connecting to destinations such as the Tidal Beach Park, resemble essential building blocks to plan for, and develop a superior system of local spaces for new and existing residents of the community, and as part of a larger and more long-term investment in tourism as a sustainable local engine of growth.

Policy 7.3.10 *It is the intent of Council to identify the Annapolis Basin Coastal Trail, in accordance with the 2014 County of Annapolis Accessibility Plan, as the priority parkland to be initially acquired as part of the ABDS lands development.*

Policy 7.3.11 *It is the intent of Council to designate the proposed Annapolis Basin Coastal Trail on the Future Land Use Map as Parkland Open Space.*

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 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 open space inventory of the community, and should be maintained, wherever feasible, by volunteer users with support by, and under the direction of the County's Recreation Department and the ABDS.

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

Policy 7.3.12 *It is the intent of Council to liaise with ABDS to help monitor public trail use and activity levels of the Ditmars Brook trail system.*

Policy 7.3.13 *It is the intent of Council to liaise with ABDS with environmental education signage within the Ditmars Brook trail system.*

Policy 7.3.14 *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 8 Infrastructure

SECTION 8.1 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 for 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 8.1.1 *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 8.1.2 *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 8.1.3 *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 8.2 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, disabled individuals, 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 the 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 range future.

<u>Promoting Walking</u>

Policy 8.2.1 *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 8.2.2 *It is the intent of Council to consider an amendment to the Subdivision Bylaw to require new sidewalks to be constructed 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 8.2.3 *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 both the sidewalk system, and connecting to pedestrian trail systems, community amenity locations, and commercial areas.*

Policy 8.2.4 *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 Basin Centre.*

<u>Mobility for the Bicycle</u>

Policy 8.2.5 *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 8.2.6 *It is the intent of Council to identify roads within the ABDS lands that will allow for an efficient system of bicycle lanes on specific streets of the road network.*

Transit

Policy 8.2.7 *It is the intent of Council to continue to support residents' ridership opportunities with the regional public transit services.*

SECTION 8.3 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 center 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 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 the 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 intersections 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 8.3.1 *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 8.3.2 *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 8.3.3 *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 8.3.4 *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 8.3.5 *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 8.3.6 *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 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 8.3.7 *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 8.3.8 *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.*

Policy 8.3.9 *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 8.3.10 *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, and as defined within the Land Use Bylaw.*

SECTION 8.4 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 uses 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 the 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 8.4.1 *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 development pays all costs associated with the service.*

Policy 8.4.2 *It is the intent of Council to review the water supply anticipated upgrades to service the ABDS lands development, on the required works and anticipated costs to the developer, and financial obligations, if any, of the County.*

SECTION 8.5 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 the ABDS lands, as the cumulative flow will be smaller than previous capacities experienced when Cornwallis Park was used as a military training center.

To accommodate and service planned future growth on the ABDS lands, 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 8.5.1 *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 8.6 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 8.6.1 *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 8.6.2 *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 8.6.3 *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 9 Additional Municipal Development Standards

SECTION 9.1 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 9.1.1. *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 9.1.2 *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.*

Policy 9.1.3 *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 9.1.4 *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 9.1.3.*

Policy 9.1.5 *It is the policy to prohibit more than one unregistered motor vehicle to be stored on any property in any zone within the Cornwallis Park Planning Area.*

Policy 9.1.6 *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 9.1.7 *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 9.2 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 9.2.1 *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 9.2.2 *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 9.2.3 *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 9.3 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 9.3.1 *Through the Land Use Bylaw, Council will regulate the use, size, number and location of accessory structures on a property.*

Policy 9.3.2 *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 9.4 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, 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 9.4.1 *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 9.4.2 *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 9.4.3 *It is the intent of Council, through the Land Use Bylaw, 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 9.4.4 *Through the Land Use Bylaw, Council shall regulate the fence height of a maximum of 1.5 m (4.92 ft) and location of fencing in all zones.*

Policy 9.4.5 *In accordance with the Land use Bylaw, Council shall require fencing for the screening of storage areas that contain unsightly materials.*

SECTION 9.5 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 9.5.1 *In all new development, the type, intensity, colour, and location of lighting shall be reviewed and regulated to minimize energy used, and to reduce the impact lighting creates on properties in the surrounding area.*

SECTION 9.6 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 9.6.1 *Through the Land Use Bylaw, Council shall regulate the outdoor display and storage of goods and materials in all residential and commercial areas.*

SECTION 9.7 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 9.7.1 *It shall be the policy of Council, through the Land Use Bylaw, 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 9.7.2 *In accordance with the Land Use Bylaw, Council shall regulate the height, maximum area size, illumination, and location of signs to minimize hazards and nuisances.*

Policy 9.7.3 *Through the Land Use Bylaw, 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 9.8 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 9.8.1 *Council shall regulate temporary uses and structures through the Land Use Bylaw.*

SECTION 9.9 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 9.9.1 *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;*
- *The contact information for the Federal authorities responsible for regulating the proposed utility;*
- *The procedure involved in processing such applications; and,*
- *Details on how residents can influence the decision-making process.*

Policy 9.9.2 *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 10 Implementing the SPS

SECTION 10.1 IMPLEMENTING THE SECONDARY PLANNING STRATEGY

Implementation of the 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 Planning Strategy, and the Land Use Bylaw, resides with municipal planning staff working with Council, the area advisory committee, members of the public, property owners, external agencies, with the land and building development community, and others. Often the Subdivision Bylaw 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 10.2 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 functions by assigning varied zoning categories for different lands and land areas of the community, and identifying the permitted uses allowed within each zone. The Bylaw also defines the development standard requirements for each zone and/or for certain types of uses. The Bylaw further outlines the uses and circumstances where proposed development of land may occur by Development Agreement and Site Plan approval.

<u>Land Use Zones</u>

Policy 10.2.1 *The 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:*

Parkland Open Space Zone	*POS*
Residential Low Density Zone	*RLD*
Residential Medium Density Zone	*RMD*

Residential High Density Zone	*RHD*
Commercial Basin Center Zone	*CBC*
Commercial Mixed Use Zone	*CMU*
Commercial Zone	*C*
Light Industrial Zone	*IND*
Community Development Zone	*CD*

SECTION 10.3 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 Municipal Plan, 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 and Development Agreement

10.3.1 *Council shall consider approval of a text wording amendment to the Policy Statements of the Secondary Planning Strategy, or to the requirements of the Land Use Bylaw, or for a Development Agreement, 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;

(iii) the inability of the County to absorb public costs 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 environmentally 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

10.3.2 *In addition to any other information provided by an amendment applicant, or for a Development Agreement, 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 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.

<u>Land Use Bylaw Mapping Amendment</u>

10.3.3 *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.

10.3.4 *Council shall not amend the map of the Land Use Bylaw if the lot and existing buildings do not meet the requirements of the proposed zone.*

10.3.5 *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 10.3.1*** *and where deemed necessary, the additional information identified within* ***Policy 10.3.2.***

SECTION 10.4 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 in 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, area advisory committee meetings, public consultation and engagement, and a decision by Council. Within this Strategy, Development Agreements are available to be utilized in all residential, commercial, and industrial zones.

Policy 10.4.1 *Property owners of land within the Planning Area of Cornwallis Park may make application to the County of Annapolis for a Development Agreement on any land they own in all residential, commercial, and industrial and community development zones, as depicted by the Zoning Map of the Land Use Bylaw.*

Policy 10.4.2 *The general criteria that the Development Officer and Council will use in its consideration of a Development Agreement application shall be that criteria expressed within* ***Policy 10.3.1*** *and* ***Policy 10.3.2.***

Policy 10.4.3 *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 10.4.4 *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 10.4.5 *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 10.4.6 *Council is under no obligation to approve a Development Agreement application.*

SECTION 10.5 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 10.5.1 *Council shall, through the Land Use Bylaw, utilize Site Plan approval for all proposed Residential, Commercial, and Industrial and Community Development zone developments of a specific scale, as a mechanism to provide additional site planning detailed information, and where feasible, to provide flexibility in the manner that land use development standards and controls apply to the property.*

Policy 10.5.2 *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 10.5.3 *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 10.6 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 10.6.1 *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.*

SECTION 10.7 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 10.7.1 *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 10.7.2 *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 10.7.3 *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 10.8 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 Permit in accordance with the Land Use Bylaw.

Policy 10.8.1 *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 10.8.2 *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 10.8.3 *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 10.8.4 *Council shall maintain the appointment of one or more Development Officers to administer the Land Use Bylaw and the Subdivision Bylaw, and to issue or deny approval of permits under these Bylaws.*

SECTION 10.9 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.

Policy 10.9.1 *In accordance with Section 235 of the Municipal Government Act, Council shall permit the Development Officer to consider variances to the Land Use Bylaw with respect to:*

(a) Lot area and/or the lot frontage;

(b) Percentage of land that may be built upon;

(c) Ground area and/or the height of a structure;

(d) Floor area size occupied by a home based business;

(e) Location and number of required parking and/or loading spaces; and/or,

(f) Height and area size of a sign.

SECTION 10.10 APPLICATION SUBMISSION INFORMATION

Land use applications for Secondary Planning Strategy amendments, for Land Use Bylaw text or mapping amendments, Rezonings, 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 10.10.1 *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;

(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 10.11 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 10.11.1 *It is the intent of Council to annually monitor the relevancy of the land use planning policy direction for Cornwallis Park, and to initiate a housekeeping errors and omissions review for possible amendment revisions,*